DECEMBER 1965

EMPLOYMENT SERVICE REVIEW

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Job Radiothon · Human Resource Plans

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EMPLOYMENT SERVICE REVIEW

DECEMBER 1965
Vol. 2 No. 12

U.S. DEPARTMENT OF LABOR
W. Willard Wirtz, Secretary

MANPOWER ADMINISTRATION
Stanley H. Ruttenberg, Administrator

BUREAU OF EMPLOYMENT SECURITY
U.S. EMPLOYMENT SERVICE

EMPLOYMENT SERVICE REVIEW

ELSIE SOLTAR DORMAN, Editor

A MONTHLY JOURNAL OF
FEDERAL-STATE EMPLOYMENT SERVICE
PROGRAMS AND OPERATIONS

BUREAU OF EMPLOYMENT SECURITY
Robert C. Goodwin, Administrator
U.S. EMPLOYMENT SERVICE
LOUIS LEVINE, DIRECTOR

Seeking Out Employment Opportunities

LOUIS LEVINE
Director
U.S. Employment Service

The manpower legislation of the 1960's, in which the Employment Service plays such a key role, has directed our efforts and resources toward developing the employability of the work force. The Manpower Development and Training Act, the Economic Opportunity Act, and other legislation have placed major emphasis on education and training, counseling, and motivation of those groups bearing the heaviest burden of the continued high rate of unemployment. The emphasis has been on equipping those disadvantaged by youth and inexperience or the cultural handicaps of poverty and prejudice with the skills, attitudes, and aspirations to compete successfully in the job market.

In giving priority to the development of our manpower resources, we have found it necessary to learn more about the needs of the unemployed, to explore new ways of reaching them, and to find more effective ways of preparing them for training and jobs. It has required us to devise new organizational patterns, new approaches and techniques, and a willingness to adapt and experiment. Objective review and analysis of time-tested procedures and programs require intensive study. Translating the findings of research and study into action for improvement requires sustained effort.

While these programs have been getting established, there has been less emphasis on developing the channels through which these people will be employed. Yet, the measure of how well these programs to improve employability have succeeded and will continue to succeed will be shown, in large part, by our success in placing the formerly disadvantaged in employment.

Much of our staff time and talent has necessarily been diverted to launching the new training programs, strengthening our counseling staff, and opening new Youth Opportunity Centers. Increased appropriations for fiscal year 1966 will now provide staff to improve basic employment office operations and permit the return of borrowed staff to these activities.

One of the major casualties in this diversion of staff has been our employer relations program which has been marked by a steady decline in employer visits and telephone and mail contacts in the past few years. Employer visits declined by over 30 percent from 1962 to 1965. Promotional telephone contacts declined by more than 15 percent in the past year.

The gradual lowering of the unemployment rate to 4.3 percent in October, the lowest since the mid-1950's, has brought a tightening job market and even labor shortages in some areas. The volume of orders for workers placed by employers with local offices has been increasing steadily in recent months. From July through September, openings received increased by over 23 percent. Yet unemployment remains disproportionately high for youth, the Negro, and the older displaced worker.

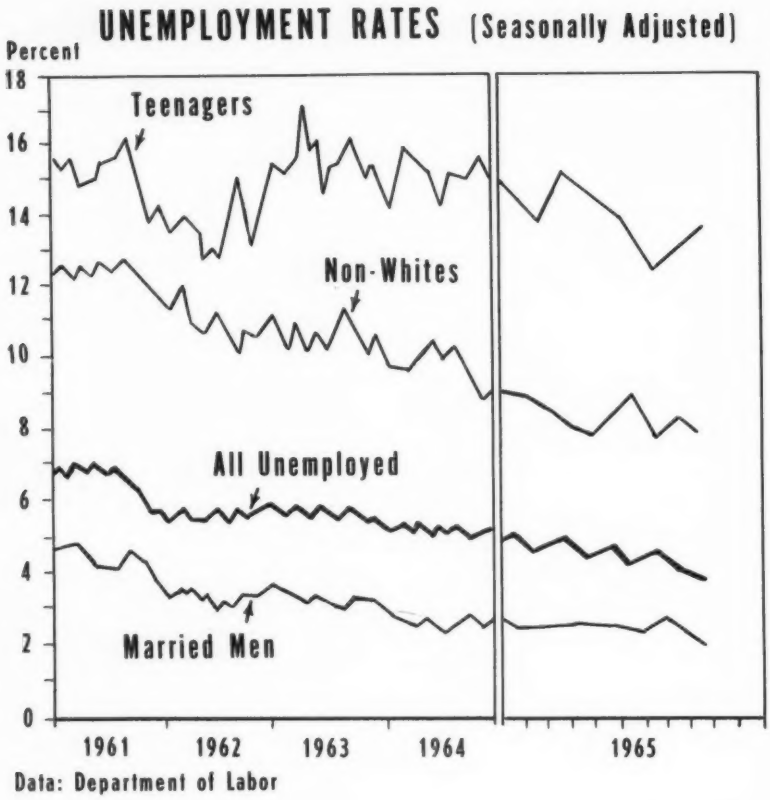
This situation presents a challenge and an opportunity to the Employment Service. We must make full use of all of our knowledge and skills in "matching men and jobs" and redirect our employer service program toward helping employers to utilize this new labor supply to meet current and anticipated needs.

In redirecting our employer service program, we must reexamine what has been happening in employer establishments. In the past, we have thought of service to employers mostly in terms of their size and turnover rates—the major market. Now we must look beyond this group and think in terms of job potential, the outlets for our labor supply. We must think in terms of changing techniques in production and the resulting changes in labor requirements, the decline or expansion of industries, and the growth of service industries.

We need to analyze our job market more intensively to identify those areas which present the greatest employment potential. The employer record file in the local office should be a storehouse of information useful in directing job development efforts. We must be sure that this storehouse contains current, useful information of the kind needed and in easily accessible form.

An essential prerequisite for learning about what is happening in the job market and where to develop job opportunities is the need to visit the production areas of an establishment. This should be done in order to see what the jobs are, what products are being made or services rendered, what the working conditions are, and how workers are trained. An employer who trains workers on the job and advances them up the line by further training opens jobs at the entry level. In this connection, too, we must be alert to keeping employers informed of the implications of a tightened job market and its attendant skill shortages. It is important that the employer service visitor alert employers to the possibilities and advantages of upgrading employees to meet current or anticipated skill shortages through on-the-job training under MDTA. The employer visitor can also find opportunity to help the employer to modify or relax artificial or over-rigid hiring requirements that may be traditional but no longer reflect the actual requirements of the job.

In planning personal visits to employers, we need to be certain that we are sending the right people to do it and that we are training them to do the job effectively. We must, also, reexamine our telephone and mail contacts to make them more



meaningful. Too often, calls are made on a mechanical "calendar" basis. The "promotional" telephone contact made to employers should be used to bring him information on current job market conditions and potentially qualified applicants available as well as to solicit immediate job openings.

However, the knowledge and insight into employers' needs, immediate or long-range, which is gained in a well-directed and imaginatively pursued employer service program, will be of little value unless it is passed on in timely and useful form to all staff members who will be concerned with counseling, selecting, and referring job applicants, and initiating job development efforts for them. Too often, vital information pertinent to training needs, placement, and job development does not reach all of the staff members who can make use of it.

The whole area of part-time jobs needs to be developed more extensively, not only for the school youth who needs part-time work to enable him to stay in school but for the older worker and the housewife who have needed skills but who cannot work full time. We need to explore the possibilities in the perimeter areas around our heartland offices, in the shopping plazas, the outlying industrial parks, and peripheral areas of our strip cities.

We have been inclined to overlook a wealth of possibilities for job development in small neighborhood establishments that we have not had resources to serve effectively. These small businesses seldom have personnel departments but they may provide employment for school youths, older workers, or housewives who want neighborhood jobs. It is costly in staff time to reach these small businesses, but a way must be found to tap this source for potential jobs. The use of volunteers could be extremely helpful here. Carefully selected, trained, and supervised volunteers could well be an answer to the problem of extending staff resources.

Cultivating the demand side of our job market has a broader dimension than individual employer service. Wider recognition that chronic unemployment for segments of the community is a problem for the whole community necessitates that the Employment Service develop broader, better, and perhaps different relationships with community groups and their spokesmen, with employer and union associations, and other agencies, public and private. This is essential to creating and maintaining a local climate that is conducive to job creation and job development.

Some local offices have had notable success in participating early and fully in community efforts to bring in new business enterprises and to create new jobs. Not only do they provide information to industrial development groups, but also they take part in assessing community resources and needs and lend positive and prompt employment and industrial service assistance. They are in close and frequent contact for information exchange with industrial realty firms and associations, with banks and other financing institutions, with utility companies, chambers of commerce, and local government officials. They present and interpret labor force statistics and local job market information in timely, usable form. All of this additional effort brings increased acceptance of the local Employment Service office as a manpower service center, an indispensable working partner in developing new jobs and improving the local economy.

In examining our operations, we must not overlook the relationships and coordination existing among local employment offices. Excessive localism can create unreasonable inconveniences for both applicants and employers. We must root out the kind of parochialism which refuses to share or cooperate in programs with other units or offices or States to the detriment of applicants, employers, and the Employment Service itself.

(*Continued on page 43*)

The President's Job Development Program

Early in 1965, the President announced a nationwide Job Development Program in Service and Related Fields. He directed the Secretaries of Labor and Commerce to coordinate and accelerate all Government programs which could assist private enterprise to expand in needed areas to stimulate job opportunities—in business, in homes, on the farm, and in the community. This nationwide effort was designed to assure the availability of needed trained workers for jobs at satisfactory wages and working conditions; to assure the development of managerial skills to provide these services; to assure that consumer needs are met more adequately; and to encourage improvement in the process of matching workers and jobs. The President established the goal of developing at least 10,000 service and related jobs a month by July 1, 1965.

Manpower Training

Although 10 Federal Government agencies are participating in this program, the Department of Labor and its Manpower Administration—specifically the Bureau of Employment Security, the Bureau of Apprenticeship and Training, and the Office of Manpower, Automation and Training—have been importantly involved in its formulation and execution. Emphasis has been directed toward training the needed service workers—particularly through on-the-job training.

Through enthusiastic nationwide cooperation, the program has ended a successful 6-month period. The goal of developing 10,000 jobs each month has been met. Indeed, the projected goal of 10,000 trainees a month has been exceeded by 25 percent. Over 77,000 potential jobs have been developed in service and related occupations since the initiation of the program.

Institutional (in-school) training programs accounted for about 60 percent of the total number of training opportunities since the beginning of the program. However, such programs have been accelerating, and from July through September their share of the total has exceeded 70 percent. In the aggregate, local public employment offices have been responsible for pinpointing the need for and the selection of almost 50,000 trainees under institutional training projects.

The on-the-job training program accounted for the remaining 40 percent of the total. Training opportunities for almost 29,000 trainees have been approved and funded in OJT projects since the initiation of the program.

Industry and public and private agencies have been encouraged to take effective action with regard to on-the-job training. For example, as a result of a conference with executives of 40 major oil companies—at which the Secretaries of Labor and Commerce, the Manpower Administrator, and representatives of the U.S. Employment Service and the Bureau of Apprenticeship and Training explained the program—many individual oil companies indicated their interest in obtaining contracts for OJT. These may involve substantial numbers of workers. For example, a contract with the Tidewater Oil Co. provides such training for approximately 1,000 unemployed workers as service station managers.

Contracts have also been executed with other groups under which 11,000 individuals will receive on-the-job training. These include: The American Hospital Association (4,000), the Chrysler Corp. (1,000), the National Tool, Die, and Precision Machining Association (1,200), New York Transit Authority (3,000), Chicago Transit Authority (1,885), and others, such as the Ford Motor Co. for training automobile mechanics. Major efforts are being made to persuade employers in service industries to give special consideration to the disadvantaged or hard-core unemployed.

Community Involvement

Efforts have also been made to obtain more community involvement in the job development program. Toward this end, Bureau of Employment Security representatives, with representatives of the Manpower Administration and the Bureau of Apprenticeship and Training, have met with a number of mayors throughout the Nation to discuss the program and to effect such community involvement. Following such a conference, the mayor of San Diego, Calif., appointed a job development committee to help promote the program in the community. A contract was negotiated with the committee whereby a small staff was set up to develop on-the-job training programs among employers in the community. As a result, a number of subcontracts have been completed in the area and a substantial number of trainees are enrolled in on-the-job training courses. Meetings have also been held with the mayors of Detroit, Philadelphia, Rochester, Oakland, Chattanooga, and other cities, where similar plans were discussed and developed. Moreover, cooperative OJT projects have been effected with the Urban League in Cleveland and Pittsburgh, and similar projects are pending in other cities.

Cooperation with Other Agencies

In the development of OJT contracts, the Department of Labor has cooperated with other agencies, such as the Department of Agriculture, the Department of the Interior, the Bureau of Commercial Fisheries, and the Small Business Administration, to encourage increased participation in OJT activities.

Role of the Employment Service

The Employment Service has been extensively involved in the job development program. ES representatives have discussed the program—and urged cooperation to achieve its objectives—with executives of major multistate companies, such as the

(Continued on page 35)

Part-Time Jobs For Older Workers

RAMON JIMENEZ

It is seldom that an interviewer can "create" a job out of thin air, and it is seldom that such a job is ideally suited to the needs of a special applicant group such as older workers. But this is just what has been done in California as a result of the combined efforts of the California State Employment Service, local Red Cross chapters, Health Departments, and other community agencies. By careful evaluation of community needs and applicant supply, two programs—family aide and senior home repairer—have been developed which have created hundreds of new part-time jobs for which older workers can be easily recruited and trained.

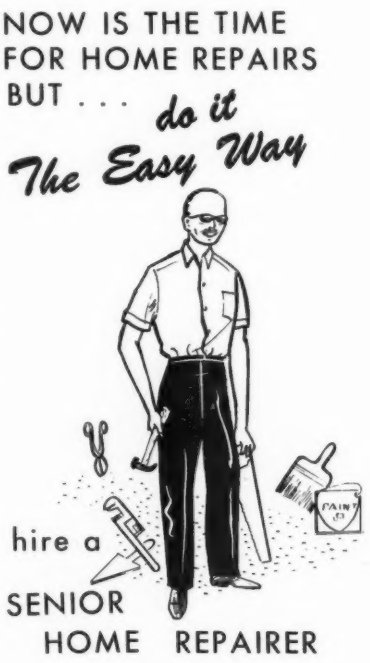
There has long been a pressing need for part-time jobs to supplement the low fixed incomes of many older people. At the same time, there has not been a satisfactory method of providing part-time care and companionship in the home for the elderly or temporarily housebound who do not require the services of a professional nurse. Informal surveys were conducted in the Los Angeles area and several hundred job orders were analyzed. An occupational code request with the proposed job title of "family aide" –2–09.08 was submitted to the Bureau of Employment Security and was approved.

The duties of a family aide were determined to be as follows: Provides special personal care and companionship needed by an elderly, ill, incapacitated, or housebound person; and performs other needed household duties, such as cooking, shopping, light housekeeping, and child care. The occupational definition is distinguished from that of practical nurse, housekeeper, or dayworker. A typical family aide is a mature woman (however, men are not excluded from the program and are sometimes requested) with a sincere desire to help other people, and with some experience, either personal or professional, in recognizing and ministering to the everyday personal and social needs of a dependent person. Family aides may come from any part of the labor force, and many housewives entering the labor force for the first time because of widowhood or other circumstances are among the most successful family aides.

With the groundwork done, the Employment Service set about to instill life into the program through organization, recruitment, and publicity. The first step was to involve community leaders and agencies in the project for advice, support, and publicity. An advisory committee was formed of representatives from local social service agencies, hospitals, doctors' and nurses' associations, and other interested groups.

The initial task of the committee was to determine training needs, set up a curriculum, and arrange for an instructor and a classroom. With the help of the American Red Cross and the Los Angeles County Department of Public Health, a 15-hour training course was developed, with teaching duties to be shared by a Red Cross volunteer, a Public Health nutritionist, and an Employment Service representative. Demonstrations or lectures were prepared on cleanliness, body mechanics, accident prevention and first aid, elementary nursing skills, and the aging process. A training guide for use in other localities was prepared by the Older Worker Program Coordinator, and the first training class was scheduled.

Recruitment of applicants for the program is rarely difficult. However, potential trainees must be interviewed to ascertain that they are willing to enter the program, take the training, and accept frequent, part-



Ramon Jimenez is Los Angeles Area Older Worker Program Coordinator, California State Employment Service.

This 65-year-old is sent on frequent temporary jobs as a senior home repairer.

time, temporary assignments. At present, training classes are limited to 20, and there are generally more available trainees than are needed. Classes are held for 3 hours on 5 consecutive days in a local YMCA, Red Cross, or service club building. At the completion of the course, a short graduation ceremony is conducted, and often a local official addresses the graduates and presents "diplomas." A family aide identification card is issued, and the applicant is ready for referral by the Employment Service.

Probably the most important part of the program is adequate publicity to generate sufficient job orders. The advisory committee members usually can get a publicity campaign started by arranging for their agencies and organizations to refer their patients and clients directly to the Employment Service to obtain family aides. The best methods of publicity have been newspaper articles and widespread distribution of a family aide brochure specially prepared for the program by the California State Employment Service. The brochure serves the dual purpose of recruitment of potential trainees and generation of job orders. It explains the purpose and extent of the service, outlines the training family aides receive, and lists typical duties. Information is provided on how applications are taken, how orders may be placed, and conditions of employment, such as a 3-hour minimum assignment, and payment at the end of each call.

This program has been successful in both large and small cities all over the State. As a result of the family

Family Aide

Mrs. G., 53 and recently widowed, had no work experience when she sought assistance from the Employment Service. Her employment need was for part-time work to supplement her Social Security benefits. During a counseling interview, she revealed that she had cared for her elderly and infirm grandmother for several years. She was hesitant about family aide work because she was afraid of working intimately with "strangers." She was assured that family aide training would teach her the skills and techniques required. She agreed to enroll in the course and, upon graduation, was immediately referred to a job caring for a bedridden elderly woman 3 days per week She later reported that the job was, "Easy as pie," and that she never knew such work existed.

Senior Home Repairer

A housewife called the local Employment Service office and asked about part-time work. When asked what kind of work she wanted, she replied that it was work for her husband that she wanted. He was a recently retired carpenter, was "hanging around" the house all day with nothing to do. Neither husband nor wife was satisfied with this arrangement. After a few minutes the husband got on the phone and was invited to come into the office. He proved to be an ideal applicant for senior home repairer, and was soon being regularly dispatched on short-term jobs. His wife later called the office again and complained that her husband was so busy with temporary jobs that she no longer sees him even on weekends.

An Inglewood City Councilman presents diplomas to graduates of a Family Aide training class. Mature women (and an occasional man) are trained in such subjects as nutrition and the psychology of the aging before they take jobs caring for the elderly and convalescent.

aide idea, hundreds of older men and women have been trained in this way and placed on part-time jobs which have proved rewarding and satisfying be meeting their needs as well as those of the community.

In the Sacramento area, a similar program has been initiated to provide part-time jobs for retired men in the skilled trades. Senior home repairers are men over 65 years of age who have repairing, maintenance, or construction skills and who want part-time work. The program is intended to fill the needs of householders for the temporary services of skilled men to make repair or minor alterations around the home. Generally, no training is involved. The task of the Employment Service is to select the applicants, and then organize and publicize the program. A typical pool of workers might include retired cabinetmakers; television, radio, and appliance repairmen; painters; tool sharpeners; plumbers; masons; electricians; and general handymen. The applicant must provide his own tools.

Publicity methods are much the same as those used for the family aide program. An informational brochure is mailed to householders, handed out at shopping centers, or supplied to local hardware and paint stores for distribution. Newspaper articles stressing the dual purpose of the program—providing jobs for older workers and filling a need for skilled men to do small jobs around the home—are especially effective.

In both the family aide and senior home repairer programs, adequate publicity in the early stages is of primary importance to the success of the venture. Once the service is in general use in the community, further intensive publicity is usually unnecessary, so long as standards are maintained and the identity and purpose of the programs are preserved.

The California State Employment Service has found that special programs of this type serve not only to improve and expand services to older workers, but also to involve the efforts and resources of the entire community with those of the Employment Service in pursuit of the common goal of employment security.

A Pilot Project . . .

Readjusting Laid-Off Defense Workers

WALTER LANGWAY

The New York Counties of Nassau and Suffolk, popularly known as Long Island, have become the victims of changing fashion—keyed to jet thrusts, wing shapes, and supersonic speeds. The problem, in short, is airplanes, which makes it a very big problem indeed, because airplanes and their manufacture are a major part of the Long Island economic scene.

What's happened is that one of the Island's, and the east coast's, largest aircraft manufacturers, the Republic Aviation Corporation of Farmingdale, has suffered a cutback in its mainstay contract for production of the F–105 fighter plane. The F–105, although still in use in Vietnam, is being replaced by a newer plane, manufactured in a midwestern plant. These shifts in the wake of an advancing technology are not at all uncommon in the field of defense production. The pace of change is, in fact, quickening and, as it does, it inevitably disrupts the lives of many people and the communities in which they live.

Republic's phase-out of the F–105 cost 10,000 workers their jobs between November 1963 and December 1964. (Today, somewhat less than 4,500 employees remain on the payroll of a company that had as many as 30,000 workers during World War II and about 18,000 in the years following the war.)

Concerned about the loss of jobs, not only on Long Island but in other defense plants around the country as well, the U.S. Arms Control and Disarmament Agency and the Department of Defense wanted to know what happens to these workers when they are laid off and to determine what can be done to help them. The two agencies discussed the problem with the U.S. Department of Labor, which in turn asked the Division of Employment of the New York State Department of Labor to initiate a program that would yield this information. The activity was to be financed jointly by the Arms Control and Disarmament Agency and the Department of Defense.

In addition, the Bureau of Employment Security developed several related programs to be carried out simultaneously with the survey project. In carrying out its mission, the Division of Employment created a special unit and assigned it a three-part program: A research study (a survey among ex-Republic workers and an analysis of possible job conversions), a relocation experiment, and a retraining project. Funds for all phases of the program totaled approximately three-quarters of a million dollars. Twenty-one professional and four clerical workers were assigned full-time to the project and special premises and equipment were obtained.

Administration of the different phases was placed under one director to assure the proper coordination and interrelation of activities.

Survey of Post-Republic Job Experience

A questionnaire was mailed to all former Republic employees asking for details on their post-layoff job ex-

Walter Langway is Project Director, Long Island Defense Employment Study, New York Division of Employment.

perience and on their family status. Two mailings brought a 56-percent response.

Essentially the facts obtained from these respondents indicate:

—More than 50 percent were over 40 years of age.
—More than 60 percent were high school graduates or better.
—Eighty-six percent were heads of families.
—One-third were skilled workers and one-third were semiskilled; one out of seven were professional or managerial.
—The average weekly earnings for the production workers, when they were at Republic, was $119.37, well above the average manufacturing wage ($104.00) for the area.
—The average length of service at Republic was 7 years.
—Approximately 94 percent of the respondents were either working or looking for work at the time of the March 1965 survey; 21 percent had been unemployed from the time of layoff.
—Twenty-six percent had exhausted their unemployment compensation and were still out of work.
—After their layoff, some 8 percent of the workers relocated to other areas.
—Only 10 percent of those who found new employment were employed in the aircraft industry.
—Only 30 percent found work in manufacturing.
—A considerable number found employment in service occupations and in wholesale and retail trade.

A followup survey, along with statistical projections of the original survey figures, indicates the number of jobless had been cut in half by August. The fact remains, however, that for a majority of the ex-Republic workers who did find other jobs, the new work either required lesser skill or paid less, or both.

Job Conversions

To assist in the reemployment of those former Republic workers whose jobs were virtually unique to defense industries, an intensive analysis of nondefense occupations was undertaken. The idea was to identify those jobs to which their skills could be fairly easily adapted.

Descriptions were obtained from Republic for 1,155 jobs. Titles and codes from the DICTIONARY OF OCCUPATIONAL TITLES were assigned to these jobs. For those which were identified as primarily defense-related, most of them production jobs, 95 conversion lists of related nondefense jobs were developed from the DOT. These conversions were established after detailed comparisons of tasks performed; tools, materials, and equipment used; knowledge required; and physical demands and working conditions involved. A number of Bureau of Employment Security publications provided clues to job groups listed in the DOT.

The validity of the conversions was checked by mail questionnaires sent to employers in the industries where these nondefense jobs exist. Each questionnaire described a Republic job and a related nondefense job and solicited the employer's opinion as to the transferability of skills and the degree of training needed to make the transfer. In a great majority of cases, the conversions were confirmed by the employers who had been queried.

The job conversion lists that were developed should be useful tools in the hands of interviewers in classifying aircraft workers and assisting them in finding other employment. They can also be helpful in recruiting for aircraft jobs because of the relationships which have been established between the aircraft and the selected nondefense occupations.

Relocation Experiment

A 1963 amendment to the Manpower Development and Training Act of 1962 provided $4 million for mobility demonstration projects. The aim of this legislation was to test whether an offer of financial assistance to involuntarily unemployed workers unable to secure jobs locally would encourage them to relocate to suitable jobs in other areas.

The relocation project dovetailed with the Republic survey, which had asked the workers about their willingness to move to other areas. Over 30 percent of the respondents had indicated a willingness to relocate. The project had a goal of 200 workers to

Information obtained in a questionnaire survey of 10,000 former Republic employees is coded by project personnel for subsequent data processing.

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Project staffer Evelyn Osterweil advises a prospective relocatee about job opportunities elsewhere in the country.

be relocated in a year. However, the project actually started in March and ended on September 30. A project population of 2,000 defense workers (laid off from Republic and other Long Island plants) was selected for the study.

Since relocation was a research as well as an action program, it was necessary to interview all of the project population on standard forms. For employed workers, the information, to the extent possible, was secured by mail or by telephone.

After identification of applicants interested in, and eligible for, relocation, the next and most difficult task was to locate suitable jobs. Interarea recruitment machinery was used to a great extent, and inventories of jobs in clearance were obtained for all States.

This process was found to be too time-consuming, however, and jobs on the inventories were often filled before any referrals could be made. It was decided, therefore, to try the following methods:

1. Thumbnail résumés of relocatable applicants were mailed to aircraft firms, State clearance offices around the country, and all large Employment Service offices in New York State.

2. Help-wanted ads in newspapers of selected cities throughout the country were scanned for leads. Advertisers were solicited either by telephone or by mail, and often the mail included résumés of suitable applicants. (This sometimes produced unusual results. Review of a Philadelphia paper revealed a Virginia job opening listed by a Long Island-based employer. A laid-off Long Island defense worker was referred to the employer and hired.)

3. Employers, particularly aircraft manufacturers, were invited to visit the area for positive recruitment.

The most effective results on relocation were obtained through positive recruitment. One aircraft employer has obtained over 100 ex-aircraft workers through this method. Employers coming into the area have usually placed ads in the local papers, but by far the most effective recruiting device has been to send letters to former defense workers with selected occupational skills, inviting them to come to the local office for an interview.

One employer was persuaded to employ workers by use of telephone interviews; four flight line mechanics were hired in this fashion. Several firms have hired workers just on the basis of an application form submitted by the project.

By September 30, some 177 workers had been relocated, all but 47 with MDTA financial assistance. Overage cost of each relocation with financial assistance was $927.31, representing a 50-percent grant and a 50-percent loan. Nine relocatees (6 percent of the group) have since changed their minds and returned to Long Island.

Retraining

For many workers, ties to the Long Island area were too strong to consider relocating. To help some of these people readjust in the context of the local labor force, eight retraining courses under the Manpower Development and Training Act were set up. Six were for repairman of television sets, office machines, gas engines, oil burners, refrigerators, and electric motors. The other two courses were for machine shop job setter and draftsman.

The initial response to the Republic questionnaire and to invitations to other laid-off defense workers indicated that there were nearly 1,800 potential trainees. However, by the end of May, the number still available and interested had dropped to 260 and, by the time the courses were underway, was down to less than 200. Approximately 100 were ultimately enrolled in the special courses. The only group to complete training to date—a class in drafting—shows a 90 percent placement record. It is anticipated that an additional 75 ex-defense workers will enroll in new sections as they open up.

One interesting fact about retraining emerged from the Republic questionnaire—over 50 percent of the workers who had become reemployed were still interested in vocational training. Inasmuch as they were ineligible for training under MDTA because of their employment status, information about the available vocational educational classes in their communities was obtained from the local education authorities and passed on to them.

Local Job Development

In June, two interviewers were assigned to do job development for former defense workers who did not want to relocate or be retrained. During June, July, and part of August some 1,063 visits were made to employers, and local offices were able to place approximately 250 workers.

The staff of this project has been instrumental in relocating, placing locally, or retraining almost 500 workers, a significant proportion of the 2,000 who were unemployed in March 1965. The project has been able to gather information on the effect of the layoff on the individual and on the community, has established job conversions that should prove valuable to any employment office, and has developed methods to facilitate the orderly transfer of workers from economically distressed areas to areas of high job demand. Also significant has been the favorable impression made on many unemployed workers who were pleased that special efforts, even if not always successful, had been made on their behalf.

In the final analysis, we believe that the project, in carrying out its mission, will have aided not only Long Island, but the Nation as a whole.

Radio Job Clinic Finds Jobs

RICHARD J. COFFEY

One enormous problem always faces any new enterprise, especially when the object is to attract traffic and serve the public. That problem is to spread the word about the location and the exact nature of the business.

The Youth Opportunity Center in Omaha was no exception to the rule. When the Center opened in April of this year, the usual publicity channels were utilized. Local newspapers, radio, and television facilities donated time and space to "beat the drums" for the YOC.

The mayor's office mailed letters to over 2,200 major market employers, urging them to hire summer workers and to place their orders with the YOC.* In Omaha alone, approximately 3,000 high school graduates were ready to knock on employers' doors offering their services for the summer.

Since the YOC doors opened in April, the task was hectic and at times frenetic. One thing was sure. The publicity worked—an avalanche of summer workers rolled into the local office at the rate of over 200 a day for 3 weeks. That number might not be a heavy load for New York or Chicago, but for Omaha it was more than the staff could handle. Jobs were coming in at the usual pace but not fast enough to provide all the openings needed to accommodate the young workers.

A local radio station carried a series of 3-minute taped interviews with local office staff members, counselors, interviewers, and supervisors of the various youth programs. These interviews were broadcast three times each day for a week. In one interview, the Acting Manager provided an overall view of the YOC.

Television channels carried sound-on-film interviews originating from the YOC, plus spot announcements throughout the broadcast day. The daily paper (we have just one) gave excellent coverage and pictures of YOC personnel and applicants. The weekly papers did more than their share.

The problem was still there—an abundance of applicants but not enough job orders. Perhaps one of the radio stations would carry on-the-air interviews with YOC applicants in hope that employers might call and place orders. This idea sounded good to the local office manager. But broad radio coverage was needed to reach the many outlying small towns served by the Omaha YOC, the only YOC in Nebraska. Radio Station WOW, a regional station, seemed to meet the need best. The local office manager sent a letter to the manager of the station about the idea of on-the-air interviews. As soon as the letter arrived, the station manager telephoned to say that he would visit the YOC that afternoon.

After the visit to the Center and a few suggestions and modifications to the proposal, it was agreed that WOW would broadcast 10 interviews a day for 1 week with applicants chosen by the YOC. These should be "applicants who wouldn't be afraid to talk up." The interviews would start as early as 5:45 a.m. and run through the station's broadcast schedule up to 9:45 p.m. An interview approximately 1 minute in length would be scheduled each hour. Early morning interviews would be on the farm programs with applicants interested in seeking farm work for the summer. The early morning interviews would be taped, all others would be "live." At the conclusion of each interview, the announcer would ask employers to call a given number if they were interested in hiring the youthful jobseeker. The station manager hired a summer worker, a referral from the YOC, to take the incoming calls on one shift 5 days a week; the YOC provided the people for this duty on the two other shifts. The YOC hired two summer workers who helped with the broadcast chores.

All arrangements were underway. The program would be called the WOW Job Clinic to be conducted through the cooperation of the Nebraska Department of Labor and the

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W. O. Wiseman, radio station manager, receives Nebraska broadcasters' Community Award from A. F. Jacobson, Ak-Sar-Ben Board president.

Richard J. Coffey is Coordinator for the Omaha, Nebr., Youth Opportunity Center.

Kansas Tries "A First"...

A Radiothon Works

HAMPLE FAIRLEIGH

Sixteen tired staff members, two voiceless radio announcers, several foot-weary wives, one fatigued radio technician, and one exhausted Public Relations Director finally called it a day at midnight on Thursday, June 3 and went home to well-earned rest.

Two months and two days after its opening, the Wichita Youth Opportunity Center had cosponsored a 4-hour radiothon for jobs. The actual broadcast climaxed a week of frantic activity aimed at informing local employers of the immediate need for job openings, with emphasis on the 16 through 21 age bracket.

First, 2,000 employers were contacted by a "We Need Jobs" letter. Next, participating radio station KFH hosted a news conference a week preceding the actual event to announce the radiothon. Fifteen representatives of various news media attended. The conference was filmed for that evening's television news broadcast. Representing the City Commission was a former Mayor and the Community Action Program Director, to add endorsement and enthusiasm to the announcement being made jointly by the radio station and the Kansas State Employment Service.

With the news announcement, work began in earnest. The station announced the radiothon 8 to 10 times each day with direct and forceful "spots."

THE WICHITA EAGLE-BEACON assigned its youth editor to keep abreast of the situation. Its coverage culminated the evening of the radiothon with a 2-column picture of counselors taking telephone orders.

With the help of volunteers, 3,000 postcards promoting the evening were sent to major and minor market employers.

Personal letters from the YOC manager were sent to 100 heads of civic, social, and religious organizations inviting their participation. These letters were followed by a telephone call to assure the presence of an organization member on the program. Here volunteers were used, as the workload of the counselors, youth advisors, and placement interviewers was beginning to skyrocket. The volunteers were youth, themselves, who realized that without opportunity enrollment in the YOC, evenings they, too, would continue jobless.

These volunteers changed frequently that week as openings came in for which one or another qualified. Out to a job they would go, to be replaced by another "eager to do something" young person.

On the day of the radiothon, the staff was divided into two shifts so the office could be kept open not only during the regular hours, but also straight through the broadcast.

The dinner hour found peace and quiet, but before the broadcast began, the room was bursting with registering applicants, application renewal visitors, and invited guests.

At 8:30 p.m. the program was on the air. "Good Evening, Ladies and Gentlemen, Welcome to the Nations First Job a Minute Radiothon. This is Johnny Sanders. Art Preston and I are sitting in the large front window of Wichita's wonderful Youth Opportunity Center here on South Broadway and for the next few hours we will be after all of you to help us find jobs."

The first few minutes were used to describe the goal and purpose of the broadcast and to give a description of the YOC, its building, its work, its intent, and its association with the Kansas State Employment Service and the Wichita local office.

The "qualification matching requirement" procedure of referral was explained in an interesting ad-lib way. Employers were assured that, although orders would be acknowledged in some way, during the program *no* employer would be identified by firm name over the air, so there need be no hesitancy to call because of fear of a deluge of unqualified applicants.

The two hosts then spoke in vividly descriptive terms of their own first jobs. One, handicapped by crippling polio, told of his experience in finding the "right" field. They interviewed the Superintendent of the Wichita Public School; discussed juvenile delinquency and the effect good work habits have on a delinquent with the Judge of the Probate Court; got a good picture of the dropout problem and its consequences from the counseling supervisor of the public schools; chatted with a couple of applicants looking for their first job; worked out a continuing campaign with the editor of the Catholic ADVANCE REGISTER; spoke at length with the head of the Wichita Urban League; and questioned a former Mayor on Wichita's actual participation in all youth programs.

All the while business around them bustled. Phones were ringing and being answered. A running box score was kept in full view of all to measure the evening's progress. Counselors and youth advisors were

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Hample Fairleigh is Public Relations Director, Kansas Employment Security Division.

es newsletter

NEW OCCUPATIONAL PUBLICATIONS

Two important new publications developed by the Employment Service have been published and released by the Department of Labor. These are the third edition of the DICTIONARY OF OCCUPATIONAL TITLES and a new HEALTH CAREERS GUIDEBOOK.

The new 2-volume DOT differs significantly from the last edition published in 1949. It has been completely revised and contains a new classification structure that provides more information about occupational groupings and worker traits and skills. Nearly 22,000 jobs, listed under some 36,000 titles, are defined, and they include about 6,000 jobs new to the Dictionary. This comprehensive publication not only furnishes an inventory of jobs currently in the American economy but also gives an extensive analysis and description of each job and what worker traits are required. Although prepared primarily for Employment Service use, the DOT has become a standard reference in wide use throughout the United States and in a number of foreign countries.

The new 265-page HEALTH CAREERS GUIDEBOOK covers more than 200 occupations in the health field, and provides information on training, education and licensing requirements, job prospects, salaries, working conditions, personal qualifications required, and the like. It is addressed to young persons seeking career information and their parents and counselors, and highlights the needs and opportunities in this rapidly expanding field.

Both publications are on sale at the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C., 20402.

EXPANDED MINORITY GROUP SERVICES

An expansion in the Department of Labor's program to provide job assistance to minority groups has been announced by Secretary W. Willard Wirtz. Fifty new full-time minority groups specialists will be employed by State Employment Service offices--a three-fold increase of such representatives in the public Employment Service offices. Funds for these new positions are included in the 1966 fiscal year grants to the States for Employment Service operations.

In announcing the increased services, the Secretary pointed out that the unemployment rate for nonwhites has

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continued at double the rate for white workers despite recent gains in employment. Twenty-one of the new specialists will work on a statewide basis; the remaining 29 will provide services in large metropolitan areas where unemployment and underemployment problems of nonwhites are the most acute. The enlarged staff will work with private employers, civil rights groups, and business, civic, and labor organizations to promote job opportunities and to uncover existing jobs. An important objective is to create a greater awareness among minority persons of possibilities so that a greater number of them can be channeled into these jobs.

UNIVERSITY CONSULTANTS TO ES

The first of a series of meetings of University Consultants to the Bureau of Employment Security was held at Baton Rouge, La., in cooperation with Louisiana State University on October 28 to 30. A second meeting took place on December 2 to 4 at the University of North Carolina at Chapel Hill.

Discussions at both meetings centered on major legislative measures relating to Employment Service responsibilities since the Wagner-Peyser Act, and how the new activities might best be integrated into basic ES operations. Explored in detail were the effects of the emphasis on serving the disadvantaged on traditional ES operations; ways in which overall ES services might be improved and strengthened; and the ES need for more manpower research, particularly in finding new approaches to fuller manpower utilization in the changing economy and the contributions the universities can make.

Apropos of the latter, a new Department of Labor program to award $700,000 in grants for college and university research in the manpower field was announced by Secretary Wirtz in a memorandum addressed to 732 heads of college and university departments, 86 presidents of predominantly Negro colleges, and 37 executive officers of professional groups with strong interests in manpower problems. The grants, authorized under the 1965 amendments to the Manpower Development and Training Act, are available only for advanced research in manpower studies.

OECD STUDY OF EMPLOYMENT SERVICES

The Organisation for Economic Co-operation and Development is examining policies and practices of public employment offices in France, Holland, Sweden, United Kingdom, West Germany, and the United States. On November 15, Dr. Helmut Collner, head of the Placing and Labor Market Policy Section of the Federal Employment Institute in Nuremburg, and Mr. B.M. Evans, Controller for Wales of the Ministry of Labour, United Kingdom, began a 2-week tour of U.S. public employment offices in several States.

More Jobs for Arizona Workers

JOHN L. DONALDSON and EDWARD HELER

In a State where the population has increased by more than 125 percent and the labor force has grown over 103 percent during the past 15 years, the creation and expansion of job opportunities is of vital concern. Today, Arizona's population is approximately 1.7 million, with over 530,000 in the labor force—almost 1 million more residents than in 1950, and 280,000 more labor force participants.

Through its aggressive Community Employment Development Program, the Arizona State Employment Service has played a major role in attracting many hundreds of new business and industrial firms to Arizona cities and towns. The economy has prospered and grown, and now provides employment for nearly 504,000 workers.

The interest of the Arizona State Employment Service is derived from a policy based on the philosophy that the Employment Service is a full partner in every community of the State and has a responsibility to every employer and every citizen to provide those services that will encourage, promote, foster, and achieve economic stability and growth. We believe that helping a community's economic growth is a vital part of finding jobs for workers. This philosophy permeates the entire organizational structure from the local office interviewer to the top administrative staff.

The Community Employment Development Program carried out by the Employment Service is a planned and organized approach through four major activities:

1. Cooperating with community organizations and governmental agencies;
2. Providing leadership and training;
3. Providing technical assistance and information; and
4. Providing employer and applicant services.

All four activities are interrelated, and we have found that they must be coordinated to operate effectively. However, the program must be flexible, with the emphasis on any of the four major activities being dependent upon the particular situation. For one situation, technical assistance and manpower information may be of prime importance, while in another, leadership and training may be what is needed.

Cooperation with community organizations and governmental agencies takes place at both the State and local level. Arizona has a diverse group of public and private organizations engaged in business and industrial development activities. These range from the Governor's Office and the Arizona Development Board at the State level to chambers of commerce, public utilities, banks, city and county governments, and private industrial site developers at the local level. Lines of communication are developed and liaison is maintained with these organizations. Requests for information and assistance are funneled back and forth between the Employment Service and these organizations. A unified effort is then made to attract and sell the employer on Arizona as the site for his new plant or business.

An example of what can be achieved through close cooperation occurred when a manufacturing plant was attracted to a small rural community that previously had no manufacturing activity. This company, brought to Arizona primarily through the combined efforts of the Governor's Office and the Arizona State Employment Service, now employs almost 100 workers in the manufacture of men's trousers and has an estimated annual payroll in excess of $350,000.

The Employment Service offers both leadership and training in economic development. Many local office managers are members of their local chambers of commerce and often chair the industrial development committe. Employment Service staff are frequently requested to provide training to community leaders on methods of economic and employment development. For example, at a recent institute held for community action directors of Indian reservations in Arizona, the Manpower Economist provided training on evaluating community resources through the use of a community checklist to inventory and analyze community assets, liabilities, and needs for economic development.

The Agency's technical assistance and manpower information is probably the most requested and most utilized service in the field of industrial development in Arizona. At present, the information and research unit of the State Employment Service is averaging one request per day from plant locators, local banks and utilities, State and local development boards, and from other public and private development groups both within and outside the State. Requests are for such manpower information as availability of workers, labor laws, wages, hours, working conditions, and manpower outlook. Technical assistance is provided local community development groups by conducting area economic base studies, preparing industrial development brochures, and identifying the types of industry needed that can best utilize the available community resources. Area skill surveys are conducted at the request of both prospective employers and local community development groups.

As a result of one area skill survey, a local manufacturer in the Phoenix metropolitan area has decided to expand his operation to a small community southeast of Phoenix and will employ between 125 and 200 semiskilled workers.

Among the employer and applicant services offered are specialized

John L. Donaldson is Community Employment Supervisor, and Edward Heler is Manpower Economist, Arizona State Employment Service.

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recruitment programs to staff new industries and businesses, including out-stationing interviewers at the employer's new plant or store site to prescreen all applicants. Aptitude testing services are made available to refer test-selected applicants. The training needs of potential employers are identified and Employment Service Manpower Planning personnel work with educational authorities in setting up training programs under vocational-technical training acts or under MDTA, as well as to broaden existing vocational programs to meet employers' needs. Community groups are advised as to possible aid available for economic development under various Federal programs.

Today in the Phoenix area, there is a division of a major national corporation engaged in aerospace manufacturing. This company employs almost 300 workers, utilizing primarily such skills as electro-mechanical assemblers, machinists, electro-mechanical technicians, drafting personnel, and engineers. This company employs primarily unskilled workers as assemblers, provides its own training, and uses the local offices of the Employment Service almost exclusively for its recruitment. One of the major factors that led this firm to locate in the Phoenix area was the assistance provided by the Employment Service, which included all four major activities.

The Employment Service is also concerned with the future of already established plants. A major manufacturer in the Phoenix area, currently employing over 5,000 workers, has been developing a new product line. The local plant has already expanded many times, and its management is very concerned about its capacity to expand still further in the area. The ES Field Supervisor for the Central District suggested to the plant's personnel director that he might find the labor force needed with the aptitudes desired in a rural area of the State. Upon investigation, the company found that the area suggested did fulfill its needs in terms of power, transportation, and labor supply. Negotiations are currently underway to establish this branch production facility in a locality with high unemployment and large numbers of unskilled workers. When operational, this facility will employ and train over 125 semiskilled assemblers.

The Community Employment Development program in Arizona has been one of the Employment Service's most successful programs. In reviewing the entire program, three significant factors stand out. First, it is planned to be flexible and can be tailored to fulfill any prospective employer's or community's needs. Second, it mobilizes all of the Agency's resources to meet these needs as and when they are required. Third, the Arizona State Employment Service is accepted by the community because it operates as a member of the community, works toward the community's betterment, and is aware of needs of both the applicant and the employer in the community.

The fact that Arizona's employment growth has been able to keep close pace with growth of population and labor force is the most telling result and proof of the success of this program.

Henry from Shaktoolik

ROBERT M. POTTER

"It is good, this business of school for men from the villages. I have been around, I know. Not many people from our village go to the city unless maybe they are sick and go to the hospital. It is fine to know new things that will make living better for our children." So spoke Henry S., Eskimo and Army veteran from Shaktoolik, Alaska. This statement expresses the sentiments of many villagers for the establishment of an MDTA demonstration project at the newly constructed William E. Beltz Vocational School in Nome. For a majority of villagers, this project was their first opportunity to learn a vocation.

Henry, one of nine children, was born December 1, 1919, in Shaktoolik, a village on the Bering Sea coast some 150 miles south of the Arctic Circle. Shaktoolik now has 22 familes who make their living mainly by subsistence hunting and fishing. In the early days, Henry recalls, there were many more people, but as the game decreased, the people scattered, looking for bettter places to make a living. "Sometimes there were jobs at the cannery in Ekuk, but mostly the village people fish and sell fish to get money for sugar, rice, and flour," he said.

Henry is married and has eight children ranging from 6 months to 16 years of age. Henry "graduated" from the third grade, although the local school had six grades. He was drafted and entered the armed services in 1942, serving until early 1946, when he received an honorable discharge. He disliked military service but rose to the rank of corporal as a supply clerk while stationed in Pakistan. He refused a sergeant's rank because he felt he could not accept the responsibility attached to the promotion. He now realizes that the opportunity military service gave him was invaluable because it enabled him to learn about life outside Alaska.

Since his return from the Army, Henry has averaged nearly $900 per year income. This was derived from working 6 weeks at a cannery and helping out when the supply ship arrives. Although he held the position of native foreman at the cannery, he did not return when the cannery was sold in 1958. He felt the new owners were strangers.

At one time, Henry was president of the village Council. During his presidency, the community, through

Robert M. Potter is the Veterans Employment Representative for Alaska.

EDITOR'S NOTE: As the REVIEW went to press, word was received that Henry had recently been appointed acting postmaster of Shaktoolik. The Employment Service local office in Nome has also developed a job for him as maintenance man at the Federal Building in Nome.

group efforts, constructed a 38-foot power barge which Henry operated to haul freight from the North Star Freighter to the village and fuel from the village to St. Michael across Norton Sound. This provided an income for 2 years. The venture failed, so it was necessary to revert to set net fishing. Henry believed he could earn more money by selling smoked fish than by just selling the fish to a cannery at 85 cents each. Therefore, he built a smokehouse of sod and driftwood and was in business. He sold smoked fish for 75 cents per pound.

Hunting, fishing, and selling smoked fish was the only way the family had of existing late in 1964. "I have eight children to send to school. One girl (16 years old) wants to go to Mount Edgecumbe (Bureau of Indian Affairs high school) and the other kids want to go to Wrangell Institute soon. My children must have good clothing. They must not look like dumb Eskimo." This statement gives an insight into ambition which is not always observable.

When representatives of the Alaska State Employment Service visited Shaktoolik village recruiting trainees for the multi-occupational demonstration project at Nome, Henry was the first to volunteer, and he was recommended by the village Council as a trainee.

Henry, barely educated according to accepted scholastic standards, an older worker, a veteran of the war, a "dumb" Eskimo according to his own words, was tested, selected, and enrolled in a 16-week Maintenance Mechanic II course. He successfully completed the course and graduated with a group of 19 others from Alaskan Arctic Slope areas. He wants to leave Shaktoolik and get a job as a "construction man." In the far north area, a "construction man" may do any work from pick and shovel to truck driving, and, at times, machinery operating and repairing.

Henry can now make an acceptable weld, replace worn parts with new ones on several different types of equipment, such as outboard motors, light plants, gas and diesel engines, and he can drive a truck. He still lacks faith in his own ability—a trait which is typical of residents from remote villages who are being trained at the Nome project.

Henry has a skill, however, which is in general demand. The employment service office will help him find a job in which he uses his new skills. That office will follow up on the placement. Henry will have ES guidance until he proves himself on the job.

The small motor maintenance and mechanics graduating class. Henry S. is third from the left in the front row.

The Grand Strategy of Human Resource Planning

J. DOUGLAS BROWN

It is in the nature of academic communities that one constantly seeks to view the area of one's professional concern in the broadest and longest perspective. To the university scholar "what is past is prologue" since we come to realize that seeds of social change, like the acorn from which a giant oak developed, lie long in the past.

There is a social momentum in all societies. Peculiarly, a great democracy in which there is widespread, pluralistic initiative develops a strong and persistent momentum. Often this is not fully perceived. It is the task of the scholar of social institutions to seek out and study the factors of this momentum no matter how subtle or complex they may be. For example, as with all things in motion, advancing societies appear to experience rhythmic swings as they move forward.

Over the past century, the United States has passed through four great overlapping swings in the predominance of the major factors which have given impetus to economic progress.

1. *Land,* from the earliest times, was the key to economic success for the individual and society.

2. With the Industrial Revolution, which developed in the North in the 1850's and much later in the South, *capital* became the major stimulus, the cherished scarce factor.

3. As industry became more highly developed, first *invention,* then mechanical *technology* and later *scientific discovery* became the critical factors. We are still in this cycle. It is a natural emphasis for the American people since we love gadgets and are fascinated by scientific discovery.

4. But a fourth swing in emphasis is already gaining momentum and developing a new focus of interest and concern. This emphasis is upon *human resources* and their *effective organization.* These, I am convinced, will become the critical elements in American development in the coming decades.

What are the forces which underlie this shifting pattern of social momentum? It is important to recognize these great fundamental swings in the light of America's domestic concerns and also our position of strength and initiative in world affairs.

The shift in importance from land as a controlling factor is, of course, the result of the great and rapid advance of agricultural science, technology, and management. Production has multiplied, in our country faster than demand.

The shift in emphasis from capital has been the result of a change from a deficit to a surplus position on the part of vast segments of our people who now can save, buy insurance, build annuities, and invest in securities.

The shift from invention, technology, and science as our major concern is, I believe, but now getting underway. It was at the time of World War I that science began to replace the practical mechanic and the amateur inventor in determining the processes of American industry. The cutting-off of German dyes was a marked stimulus. Aircraft, electronics, chemicals, drugs, and now computers and missiles are in the center of the stage. But from the period of the depression and the New Deal, accentuated by World War II, a new trend began. It is still beneath the surface like the underpart of an iceberg, but it is very real.

Invention, technology, and science are not the parochial possession of any nation. Their results, like alarm clocks, can be used in any part of the world. They are an international resource, not the privileged wealth of a single nation. But human resources, their quality and motivation, are, in a time when migration between nations is strictly limited, uniquely the wealth of a nation and not a diffuse asset of the world.

I am convinced that it will be the quality and motivation of our human resources and their effective organization which will now become the major key to America's economic future. Therefore, true economic statesmanship in the enhancement and effective distribution of human resources in the United States has become an essential element in the grand strategy of our country.

Focus on the Individual

The United States has come to this major emphasis upon human resources in our national policy because of deep-set mores in our evolution as a society. A democracy is man-centered. Its basic premise is the dignity and responsibility of each individual. Pluralistic initiative and free mobility, both geographic and economic, have been the normal pattern of our life since earliest times. We have emphasized education as a right of all. Our traditions, both pioneering and Puritan, have nurtured self-reliance and self-determination. All these have had their influence upon the quality and motivation of our human resources. We have, however, thought of them as affecting *individuals* and have been hesitant to think of aggregates of individuals as a great and critical resource. Even with its primary emphasis on the individual, the United States as an *economy* must self-consciously come to treat its human resources as its greatest national asset. In the terms of reference of our na-

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Dr. J. Douglas Brown is Dean of the Faculty and Professor of Economics, Princeton University. This paper was first given at a Conference on Employment Security at Princeton, June 17–25, 1965.

tional economic position in the world, this is to be realistic and is in no way inconsistent with our political philosophy or our religious principles.

With this increasing emphasis on human resources, all those who are engaged in planning or operations affecting such resources face an ever growing and more challenging responsibility. No longer can we rely upon *laissez-faire,* passive policies in respect to our primary national asset. We can no longer take a bits-and-pieces approach, ameliorating this or that condition as if it were a disparate act of charity alone, and not a consistent part of a total plan of human enhancement. Our national planning in the future must fit our human resources, not our human resources our planning.

New Emphasis on Human Resources

In retrospect, World War II was a turning point in our understanding of the major source of our national strength. Human resources and their effective organization became the controlling element in our military and political effectiveness. It was not land, capital, or even technology that won the war. Nor was it science, as already available knowledge, but rather the availability of creative *scientists* to discover new devices or processes. In the future, we must assume that an enemy will possess all current scientific knowledge. Our concern must be that our *oncoming* scientists will be more creative and better organized and supported so that their newly accumulating contributions to knowledge will outrun those of any opponent. This is but a special case of the need to emphasize human resources and their organization as a basis for national security.

But the same emphasis upon human resources is relevant to our progress in eliminating poverty, remaking urban life, avoiding gross discriminations in opportunity, or supporting a higher and more satisfying standard of individual fulfillment. The elimination of poverty will require great resources, but it will enhance the human resources which will provide the means to sustain the process. The reconstruction of our cities is not an aesthetic venture alone, but an essential means of improving the quality and motivation of the inhabitants. The elimination of discrimination is a primary political and ethical goal in a free society, but it is also an essential step in lifting the contribution of a vast segment of our human resources. In these and many other great enterprises, the common factor is the enhancement of our greatest national resource.

It is therefore incumbent upon any of us assigned to a particular segment in the development of policy or administration in respect to the human resources of this country to assume a sense of intellectual responsibility—professional responsibility—for analysis and judgment concerning the *total* problem of human resources. It will permit each of us to relate our separate functions to the total function. It will afford a mountain-top perspective for our step-by-step progress along the lower slopes. It will give meaning to the detailed measures necessary to persistent progress.

What does the assumption of total intellectual responsibility involve on the part of a professional participant in the grand strategy of human resource planning? This is a big order, and the best way to make it clear is to assume that one is the chief industrial relations executive for the whole country engaged in assuring the greatest possible effectiveness of our total manpower. To perform this function, one needs to grapple with a wide range of elements.

One needs to know more and more about the categories of our human resources;

—by talent, from creative scientist and chief executive to laborer. How can each category be nurtured in balanced supply? How much potential do we have?

—by inherent, personal characteristics, such as male, female, young, old, able, or impaired because of relative intelligence, physical condition, or adverse environmental factors.

—by cultural background or other attribute which may influence the operation of the job market in which the individual finds himself.

—by location and relative mobility in relation to actual and potential demand.

These and many other factors affecting supply are among those which a human resource planner must constantly study.

But more difficult is the attainment of understanding of incentives, motivations, resistances, and social mores which affect the individual within our human resources. This is why human resource planning is so much more demanding than the study of agriculture, finance, or engineering in the development of public policy. Adam Smith once said that human beings are of all baggage the hardest to transport. In the more enlightened language of our times, this means that people are self-determining agents as well as resources. To assure development, performance, and mobility among many segments of our people requires not only sensitive insights but the wisdom of long experience. The trials of the British in dealing with the Welsh coal miners are one example among thousands of the complexities of motivation.

More Research Needed

Another area of study and concern for the student of human resources is the relation of security and incentive. The vast movement toward private and public programs for employee security and social insurance is intimately related to our planning for effective human resources. Incentive and security are bound up together in a circular relation of cause and effect. Incentive, for most people, is the seeking of a higher level of security. Sound measures for security, related to incentive, are essential instruments of private and public planning. More stable industrial relations are a byproduct of great significance of effective protection against distress or loss of status.

But among many other areas which require the lifelong study of the person who makes human resources his concern is the complex field of the organization of such resources in pro-

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It is Worthwhile . . .

Group Training in Job Finding

FLORENCE T. BUSTAMANTE
and DOROTHY E. DAWSON

Early in 1963, the New Jersey State Employment Service participated in a pilot study conducted by a private group of executive job counselors in which an effort was made to teach job search techniques to a group of hard-core unemployed men and women. The project, known as the Paterson Plan, made use of group dynamics and certain techniques designed to encourage maximum "salesmanship" on the part of the jobseeker in his approach to prospective employers. The success of the study convinced the agency that the possibility of developing a similar technique which could be used by personnel available in the local office should be explored.

A survey of the resources upon which the agency could draw in formulating a group counseling program led to the identification of:

1. Counselors who could provide individualized services to those who needed them;
2. Materials relating to labor force trends, national and local;
3. Pamphlets and leaflets designed to help the applicant assess his skills and interests, such as "How to Get and Hold the Right Job," "DO's and DON'Ts for Mature Jobseekers," and "Group Training in Job Finding."

Plans were made to conduct an experiment to measure the effectiveness of a course in job finding for the unemployed and underemployed within the framework of the Employment Service. Three offices in different labor areas of the State were selected as sites for the test. The course was given in a series of three 3-hour sessions, 7 days apart. Counselors in the designated local offices served as group leaders. The State Supervisor of Employment Counseling and Selective Placement gave the preliminary training based on her experience as a participant in the Paterson project. Training included screening for selection of participants, preparation for and conduct of group sessions, and the goals to be achieved.

Participants were selected on the basis of their willingness to take part and a counseling interview to screen out persons who might not benefit from group discussions or who might be a disturbing influence because of severe emotional or mental problems.

Originally, an effort was made to recruit only semiskilled and unskilled applicants, aged 40 and above, who had been unemployed for 2 or more months, but none of the participating offices was able to get a large enough sample population. Therefore, the criteria were modified to include any unemployed or underemployed person, aged 16 years and over, at any skill level.

This change resulted in a sampling of 40 persons, 24 men and 16 women, ranging in age from 19 to 64. More than 62 percent of the group were 45 years or over. The control group, selected at random from registration cards in the active files, had 148 persons ranging in age from 21 to over 65. A comparison of the two groups is shown in the preceding column.

	Experimental group	Control group
Education:	*Percent*	*Percent*
Up to 8 years	42	35
9 to 11 years	23	25
12 years	30	35
Some college	5	5
Occupations:		
Unskilled and Semiskilled	65	59
Clerical	20	15
Skilled, service, and professional	15	26

The project was designed not only to teach the participants how to seek work systematically, but also to motivate them to search more diligently. Topics covered current local and national labor conditions, self-appraisal of skills, relating skills to available jobs, sources of job information, and effective behavior during the job interview. In addition, the trainees were assisted in the preparation of résumés, not so much to provide them with a tool for facilitating job interviews but rather to reinforce their self-confidence. A combination of group methods such as role-playing and discussion was used. Each trainee was given individual counseling to assist him in focusing on his particular problems.

How the Training Helped

The success of the training in job finding techniques was measured by a comparison of the rate at which members of the two groups found work. Local office counselors followed up by mail and telephone at regular intervals for a month after the completion of training. Four months later, a questionnaire followup was conducted; 29 persons from the experimental group and 97 persons from the control group responded.

Replies to the questionnaire showed that 55 percent of the experimental group and 16 percent of the control group secured work within 13 weeks after completion of the training. The average time required to obtain work by the former group was 4.5 weeks, while the latter group required 11.1 weeks.

The success of this experiment led to a second project to determine whether employment interviewers could conduct similar training and achieve comparable results. Six local offices were chosen to participate. As

(*Continued on page 50*)

Florence T. Bustamante is Supervisor of Employment Counseling and Selective Placement and Dorothy E. Dawson is Senior Employment Counselor, New Jersey State Employment Service.

Minor Market Improves the Placement "Mix"

FRANK B. MURPHY

One of the fundamental objectives of the placement program at the local office level is to bring about, through planning and direction of effort, an array of placements that directly reflects the worker needs of the employers and the job needs of local office applicants.

Too many times in the past, the local office has found itself in effect a specialized office serving primarily a narrow segment of industries and, as a result, a limited number of occupations. At times, this can have disastrous effects, since any economic downturn in the narrow segment of industry cuts drastically into the placement potential of the local office. One way of improving the placement "mix" of industries and occupations that is too often overlooked in promotional planning is a collective placement plan.

Because many industries are composed primarily of small-sized establishments, many employers do not qualify for inclusion in the major market and its resultant planned promotion. Rarely, for example, are restaurants reflected in the major market, although their total employment may be substantial. Hotels and motels, wholesale and retail trade, and dry cleaning establishments are other examples of industries that, because they are composed primarily of large numbers of small employers, tend to be overlooked in planning and carrying out the promotional activities.

In Michigan, the major market concept, when carried out literally, results in the major market being composed of (1) manufacturing industries and (2) small numbers of large employers. Thus, if the promotional effort centered on the major market is successful, the job order files reflect the demand primarily from manufacturing industries, with only limited job orders reflecting the demands of nonmanufacturing establishments.

Frank B. Murphy is Chief, Placement Section, Michigan Employment Security Commission.

Sought Nonmanufacturing Openings

Because of the types of applicants in the active files, the Michigan State agency started a few years ago to try to identify potential sources of placement in the nonmanufacturing sector. It quickly became apparent that if the local offices were to serve youth successfully, they must establish continuing relationships with industries that provide suitable jobs. At the time, the manufacturing industries' job specifications did not provide high potential placement outlets for inexperienced youth.

The next step was to develop procedures that would permit the best use of available staff time to direct promotional efforts to nonmanufacturing outlets with the greatest potential return. When employers who could provide a large number of small hiring points were identified, the Employment Service developed a series of plans adapted to the needs of the specific employers.

A typical example of the approach is the development and installation of a Personnel Selection Plan for the Great Atlantic & Pacific Co., under which each store has a specific written plan for obtaining placement services in each local office area across the State. A Personnel Selection Plan is a tailored set of job specification and referral instructions, mutually agreed upon by the employer and the local office. This is far more than a written procedure. The actual installation is made on an area-by-area basis. After a meeting of local office staff and the A. & P. area supervisor and store managers, the Personnel Selection Plan is put into effect.

An example is in the engineering field. As a result of a consistent demand by young applicants for jobs in drafting and detailing work, the Employment Service started to identify potential placement situations for them. After a year's consistent effort, a clearinghouse procedure has been developed in the Detroit area. This was accomplished through the active participation of the National Association of Engineering Companies and involves some 50 engineering companies, only a very few of which are in the regular major market (50 or more employees).

Plans to Serve Small Employers

To provide job outlets, particularly in the minor market, effective work can be done by (1) identifying the potential, (2) developing a plan to maximize the actual job openings available in large numbers of small establishments. This can be done by locating a focal point which permits the introduction of the Employment Service into these establishments on other than a one-by-one basis.

Typical of this approach are Personnel Selection Plans for approximately 1,800 Standard Oil service stations. A statewide personnel program covers approximately 100 city police departments that obtain placement service from their local Employment Service offices. The focal point in developing the techniques and procedures for this plan was the Michigan Association of Police Chiefs.

Other minor market employers and industries covered by this type of planned, directed placement effort are oil companies, food retailing and wholesaling, a drug company, and a restaurant chain.

By setting a cutoff on the number of employers in any one industry who are serviced in this manner, the local offices try to obtain the placement "mix" desired.

The common factor in all of these

(Continued on page 24)

Nurse aide and orderly MDTA training class.

South Carolina's Survey . . .

Training Needs for Health Facilities

PINCKNEY K. HOLMES

In late 1964, the South Carolina Hospital Association, through a grant from the Duke Endowment, appointed a Project Director of Health Education and Recruitment to work with the hospitals in the State. The Director, who had formerly been a high school counselor, was accustomed to relying on the South Carolina Employment Security Commission for occupational data. In January 1965, he turned to his old friends in the agency for aid in the formidable task of providing trained manpower for hospitals. In February, the Bureau of Employment Security in Washington was consulted concerning funds for a study of training needs in health occupations, advice on techniques, and assistance in the selection and definition of occupations. By the end of April, the survey had been designed and was "off the ground."

It was already evident that shortages of personnel in some professional and semiprofessional medical and health occupations were creating manpower problems. Population growth and economic expansion in South Carolina, as well as the national efforts to meet growing needs for health services, had spread the shortages to occupations at lower skill levels as well. As a result, requests for information on training needs in these occupations were received frequently from other agencies involved in training. The MDTA coordinator, who was planning training projects for fiscal 1966, prompted the quick formulation of the initial stage of the survey.

The Hospital Association proposed to use the findings to provide information to hospital administrators in planning for their occupational needs, to aid them in developing, training and recruiting programs with local educational institutions and local Employment Service offices, and to provide data essential in planning for four proposed regional health career training centers in South Carolina.

The first step in getting the survey underway involved contacting agen-

Mrs. Pinckney K. Holmes is Senior Labor Analyst in the South Carolina Employment Security Commission.

Addition to a Columbia, S.C. hospital.

cies and organizations concerned with health services and education to learn if they were willing to give their time and efforts to support such a study. Their enthusiasistic response led to the appointment of an advisory committee consisting of a hospital administrator who served as chairman; the Director of South Carolina's multioccupation project, Special Training for Economic Progress, called STEP, under the Manpower Development and Training Act; the Guidance and Testing Coordinator of the State Department of Education; and representatives of the State Board of Health, State Nurses' Association, the Vocational Education Division of the State Department of Education, and the Committee for Technical Education.

The committee broadened the scope of the survey to include not only hospitals, as originally planned, but also nursing homes, State and local public health service agencies, and dental laboratories. The occupations selected were expanded to include those requiring less than a high school education and little training up to those requiring not more than 4 years of training beyond high school. In making the decision to include data on jobs requiring little education and training, the committee was prompted by the President's request in February 1965 for job development in service occupations to aid the disadvantaged, of whom there are so many in South Carolina.

Employers from whom information was to be solicited were selected from lists provided by the South Carolina Hospital Association, the State Board of Health, and from unemployment insurance coverage and noncovered firms listed for the current employment statistics program. After careful screening against the DICTIONARY OF OCCUPATIONAL TITLES and JOB DESCRIPTIONS AND ORGANIZATIONAL ANALYSIS FOR HOSPITALS AND RELATED SERVICES, 81 occupations were selected for study and listed on a schedule, with space provided for the employer to add any others he deemed important. For each occupation found in his establishment, the employer was asked to give the number employed in April 1965 and to make 2- and 5-year projections of employment, replacements for labor force withdrawals, and the number of workers completing training in his establishment in 2 and 5 years. Current job vacancy data were requested at the same time.

Health team.

Schedules were mailed to 232 employers in four health services categories. Followup of delinquent respondents was made by letter, telephone, and personal visit by both of the sponsoring agencies and the local offices of the State Employment Serv-

Nursing services.

X-ray technician.

Medical technician.

793-685 O—65——5

ice. The local offices also assisted in resolving questions concerning the instructions and completion of forms. Final returns showed that 180 employers, including all large establishments, had responded. Most of the nonrespondents were small nursing homes.

The 180 participating firms had more than 19,000 employees in April 1965 and predicted employment of nearly 23,000 by 1967 and 27,000 by 1970. Plant expansions, mushrooming over the State, will be the largest contributors to the expected increases, while two new establishments under construction will call for sizable additions to employment. Since the schedules were mailed in April, most of the employment projections were made before the passage of the "Medicare" bill. Undoubtedly, some employers gave consideration to the effects of this legislation, but the extent to which this is reflected in the projections is not certain.

The occupations selected for analysis accounted for employment of nearly 17,400. Employers' estimates of future requirements indicated demands for an additional 3,500 workers in these occupations by 1967 and 7,200 by 1970 for expansion purposes. Replacement needs boosted the combined totals to 6,600 in 2 years and 15,000 in 5 years.

Where to Find the Workers

On the worker supply side of the study, problems were similar to those generally encountered in area skill surveys. Easy to identify were supplies from in-plant training and supplies from other sources for those occupations generally found only in health services. But in occupations such as stenographers, electricians, cooks, and food service workers, the supplies could not be pinpointed for health services. The major supply information came from the training being provided in the participating establishments. Other sources of information were the University of South Carolina, Medical College of South Carolina, the Technical Education Centers, and the MDTA training centers. A count of applicants registered with the State Employment Service indicated that unemployment in the occupations in the study was negligible except in those requiring little skill.

The net results pointed up needs in all the occupations for more workers to be recruited or trained. Those in which the shortages will be most acute unless additional steps are taken to relieve the problems are: Registered nurse, licensed practical nurse, nurse aide, orderly, and psychiatric aide. Sizable needs will develop also in public health nurse, general office clerk, clerk-typist, telephone operator, waiter and waitress, kitchen and laundry workers. Nearly 1,200 workers were needed at the time of the survey to fill existing job vacancies, representing 6.9 percent of employment in the selected occupations.

The demand and in-plant training information were presented by four geographical areas of the State to meet the major objective of providing information for the development of preliminary plans for four regional training centers.

As a result of a report by the Governor's Committee to Lend Leadership and Support to Nursing in South Carolina, several additional associate degree nursing programs were inaugurated in the fall of 1965 at the University of South Carolina and Clemson University. Three-year diploma programs are in progress in Charleston, Columbia, Greenville, Orangeburg, Spartanburg, and Sumter.

The Vocational Education Division of the State Department of Education has training courses for licensed practical nurses. As an adjunct to this training, two courses are in progress under the Manpower Development and Training Act, and others are planned. Also in progress under MDTA is training for nurse aides, orderlies, kitchen helpers, and ward clerk as a part of a course for general office clerk.

In eight centers in the State, the Committee for Technical Education gives training of a technical nature which usually requires a high school education. Training is now offered for medical secretaries and medical laboratory assistants, and future plans will be influenced by the outcome of this survey.

In a preliminary stage of development is on-the-job training under the MDTA program to aid in the staffing of a new facility for the mentally retarded.

The results of this study are being incorporated with other training needs surveys to provide information to the State Department of Education in meeting the requirements of the Vocational Education Act of 1963.

Brought into sharp focus by the survey is the challenge to the Employment Service, training agencies, and employers in the field to meet the manpower needs of medical and health services.

Hospital Association to Use ES

The South Carolina Hospital Association plans to establish a statewide coordinated program to serve as a focal point for all recruitment information for hospitals, particularly for the nursing and paramedical occupations. Recruitment will be conducted through the local offices of the State Employment Service. In turn, the Employment Service will use the recruitment information in counseling, particularly with high school students and dropouts, and in channeling them to training or to jobs. Through emphasis on outreach services, disadvantaged youths will also be recruited. Older workers confronted with the necessity for a change in jobs or re-entry into the job market will be a source for recruitment. Job analysis and other industrial services will be offered to employers as an aid in resolving manpower problems.

Commenting on this study, one of South Carolina's foremost educators said, "Such a study is worthless unless the educators, the training agencies, the employers, and the recruitment agencies coordinate their efforts in working towards the same goals. If the study can spur this coordination, it would be of immeasurable value in serving the people of South Carolina." It is too early to assess the value; we hope it will be immeasurable.

A Special Service . . .

Champagne and Window Cleaning

DOROTHY REHM

The woman on the other end of the phone said, "I am having a very important party and need someone to cater it. I have received from the Employment Service an 'Are You Planning a Party?' flyer, and I'm interested in the profile of a chef, Mr. F. Will he take the job?" Mr. F. was hired, prepared an elaborate menu, and was paid $125 for his services.

It would be unreal to say this particular case is representative of the 50,000 placements made each year by the Home Party Service and the companion Male Service for Heavy Cleaning units of the New York City Household Office of the New York State Employment Service. But it is indicative of one of the unusual services offered employers.

The Party Services unit, as well as the Male Heavy Cleaning unit, was set up 7 years ago to meet changing employment patterns in the household services field. With full-time household workers almost unavailable, it was necessary to find other ways to help employers fill their household maintenance needs. One way was to break down the household job into separate categories, and to supply workers for special occasions and specific household tasks.

Development of these two new services required planning, ingenuity, and hard work. An abundance of openings had to be created and a sufficient supply of qualified workers recruited. The openings came largely as a result of a massive, continuing mail promotion program to apartment house tenants and to employers who had used the Service previously.

Some 200,000 addressograph plates were cut for tenants from apartment numbering schemes obtained by Household staff. Houses were selected having windows that could be washed without using a belt, since the New York State Labor Law requires that, in buildings of more than six stories, prescribed safety equipment must be used if more than one arm extends outside the window.

Special Party Service and male Heavy Cleaning cards were designed and sent out on the addressograph list. When new apartment houses were opened, a "Welcome to your new apartment" flyer, high-lighting the Party Services and Male Heavy Cleaning was sent to all occupants.

Profiles on selected party workers were mailed out from time to time. The flyer containing the profile of Mr. F., the $125-a-job chef, read: "Are you planning a party? A cocktail party? Formal dinner? Or just an informal get-together of family and friends? One way to insure success is to have the assistance of an experienced Home Party Accommodator." Other profiles were those of a Cook: "Mr. M. is not only a first-class cook, but will serve and mix drinks. Excellent appearance, well spoken"; Bartenders: "Mr. S. and Mr. K., in white jackets and black trousers, ready and able to mix any drink your guests desire, will also help with the preparation and setting up of canape trays. Both men can serve your dinner if the party isn't too big"; a Cook-Waitress, a Cook, and a Waitress: "Mrs. L., in her trim black and

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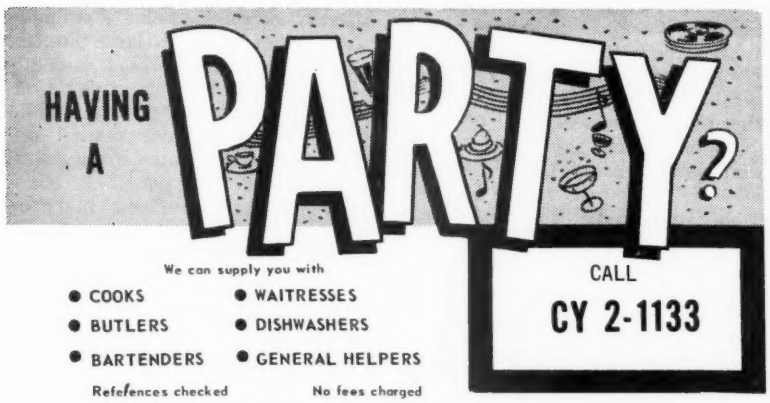


Dorothy Rehm is Field Manager, New York City Household Offices, New York State Employment Service.

white uniform will answer the door, receive your guests, then take over your kitchen as though she were in your home every day."

The same flyer also supplied profiles of baby sitters, viz: "Mrs. E. A motherly person with excellent references; can make formula, take complete charge of child from 1 month up."

In the beginning, some of the eight household offices in New York City held back promotion of Male Heavy Cleaning jobs, fearing there would not be enough workers available. This fear was unwarranted because, as the number of jobs increased, so did the number of applicants. The problem was to get enough jobs so that each man could be given a full day's work.

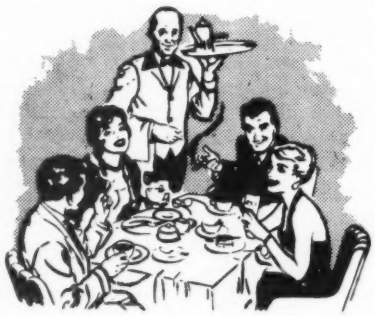
New ways were found to create additional openings. On the bottom of the combination order and referral slip used by the New York City Household Offices was placed this message: "Men for Windows and Heavy Cleaning." This note also was appended to all other promotional material.

Men who washed windows only could handle six or seven jobs in a day, if no time were lost in traveling from one employer to another. If there were not enough jobs for a man in one area, employers living nearby who had used the service previously were solicited. To facilitate this, the employer file was set up according to street. Another promotion tactic was to ask an employer who wanted a few windows washed if she had any friends or relatives in the neighborhood who could use a man for window cleaning.

Some employers at first resisted the idea of using men rather than women for windows and the heavier cleaning. However, as it became harder to find women who were willing to perform the heavier tasks, more and more employers gave in to the idea of using men.

The workers recruited for these special services come from various sources. Some have other jobs and do house cleaning only on their days off—a New York City fireman, for example. Some men who have been referred for MDTA training courses for handyman have done household cleaning until their training started and continued such jobs in the mornings before class started or on weekends. A few became so adept at window cleaning, at which they are paid on a piece work basis, that it became their primary source of income. Such men carry their own equipment and can clean 40 to 50 windows a day. One man decided to set up his own window cleaning business.

Party Service workers are drawn largely from the ranks of regular household workers who want to supplement their earnings. Each year before the party season begins, a questionnaire is given to all applicants to the Household offices asking if they are interested in party work. Since most Party Service referrals are made by phone, a supplementary card is prepared for each Party Service applicant showing the telephone numbers where they can be reached throughout the week.



In developing the Party Services and Male Heavy Cleaning units, close followup was found of paramount importance. Failure of a bartender to show up for a home party can result in great inconvenience to an employer as well as loss of more orders, and loss of prestige for the Employment Service. On the other hand, good referrals spell goodwill and repeat orders.

Every referral to Party Service and Male Heavy Cleaning is checked by telephone the day after the work is performed, and the employer's comments are noted on the worker's record. This kind of checkup weeds out those workers who cannot be counted on to show up, those who have a habit of reporting late, and those whose performance is not up to expectation. Problems still arise, of course, but good followup does much to keep the program on an even keel.

If household services are to grow and develop, good standards must be set and observed. In an effort to raise standards, an attractive brochure was prepared for distribution to new applicants and employers. Entitled "Pointers for Home Party Service Workers," the brochure discusses kinds of service (individual, buffet, and formal), order of service, waiting on table, preparation of food, mixing drinks, cleaning up (clearing the table and washing dishes). The final pointers, under an "in general" heading, include such suggestions as "report on time, a little early if possible"; "uniforms should be neat and freshly pressed"; "follow instructions cheerfully"; and "never smoke on the job."

New York City's experience seems to show that in a big city "the sky is the limit" when it comes to developing openings for home service workers.

MINOR MARKET

(Continued from page 19)

plans is that by dealing with a predetermined central point of authority the ES staff can cover large numbers of small employers without having to contact and "sell" each hiring source. The plans provide a productive supplement to the major market employers who have central hiring points for large placement potentials. Continued emphasis is placed on the industries and employers that provide job opportunities for youth.

In addition to this type of employer relations programing, the State agency provides local offices with promotional material for distribution to minor market employers.

To achieve a balanced community placement program, the Employment Service carries on a year-round promotional campaign in the total "employer market."

Effective Employer Relations

WILLIAM REDMOND

A good employer relations program is vitally important to a sound employment service. The end objective—increased employer acceptance—is essential to the Employment Service in its role as community manpower service center.

Considering the importance of the program, it is surprising that relatively little attention has been given to its health over the years. For example, in the basic employer relations section or Part II of the Bureau of Employment Security MANUAL, from sections 7000 to 7500, most of the material dates from January 1, 1947, with very little change after 1951.

The fact that something is old does not necessarily mean that it is outdated, but it is cause for reflection. Is it possible that, instead of a strong and viable program, we have one which is weak and antiquated?

It is not the purpose of this article to answer this question. Rather, I wish to raise some additional ones with the hope that they will at least engender this serious reflection which the Employer Relations program deserves.

Over the years, the public Employment Service has been evolving from a simple labor exchange to a manpower service agency. To achieve this objective, it is essential that all Employment Service programs be examined for consistency with the basic concept. We must make sure that, if 1947 techniques are still to be used, they are contributing fully to the maximum development and utilization of the work force, which is the *raison d'etre* of a manpower service agency.

Let us proceed, then, with an examination of the employer relations program. First question: "Should the employer relations representative be a salesman or a manpower specialist?"

The message, implicit and explicit, of the BES MANUAL is that the basic objective is to *promote* the placing of job orders with the Employment Service. For example, section 7132 states: "Every visit to an employer is an occasion to promote fuller and more effective use of the Employment Service." Section 7100 states in part: ". . . the Employer Relations representative's approach to promotion is that of a 'sales engineer.' "

It is possible that this emphasis on promotion has lead the employer relations representative to think of himself as a salesman and to act as a salesman. Should this be the approach of a manpower service agency, or should such an agency concentrate instead on helping to solve employers' manpower problems, thus contributing directly to the maximum development and utilization of the work force? And if we *successfully* adopt this latter emphasis, wouldn't this of itself be more likely to cause employers to use the Employment Service than would a "salesmanship" approach?

In industrial services, we have a program ready made to back up such an approach to employers. All that is required is that we: (1) Redirect our employer relations representatives; (2) effectively train all employer relations representatives in industrial services; and (3) rewrite our manuals and training materials to reflect the new emphasis.

Thus we change our salesman to manpower specialists. Perhaps to complete the transition, we should rename our employer relations representatives and call them "employer services representatives."

Second question. Section 7050 of the MANUAL states: "Employers who afford the greatest actual or potential opportunities for service . . . should be scheduled for regular visits at intervals of at least once a month." The concept of regularly scheduled visits is apparently rooted in the promotion or salesmanship concept (the forget-me-not school of salesmanship). But do we really want a regular schedule of visits to any employer? Or would it be better to key employer visits to need—the need to assist the employer in solving specific manpower problems which have been analytically pinpointed beforehand?

Can it be that the requirement of regularly scheduled visits (once a month, bimonthly, etc.) may lead to aimless, nonproductive visits? Even if we retain a salesmanship approach to this program, isn't it likely that on some of these mandatory regular visits we will have nothing to sell or that the employer will have no conceivable use at the moment for our product? Section 7120 of the MANUAL starts a sentence by saying: "While regular contacts are important as a reminder to the employer of the services that are available . . .," then partly redeems itself by continuing: ". . . each individual visit is carefully planned, with a specific purpose." But do we really want to obfuscate the last phrase with the forget-me-not philosophy of the first?

I can visualize the manpower specialist reviewing and analyzing information from various sources about the employer's operations, pinpointing possible problems, making an appointment with the employer, and sitting down to discuss problems and plan solutions. Wouldn't this create a better image of the manpower service agency than a salesman peddling services on a regularly scheduled basis?

Just a few more questions. How about the major market? Should we devote our primary attention to the major rather than the minor market?

If we retain the salesmanship approach, the major market approach seems to be justified. But, if we adopt a "service" approach, shouldn't a manpower service agency be concerned with an employer's manpower problems even if he doesn't have enough employees to be considered a major market employer? If the

William Redmond is Chief of Employment Service, California Department of Employment.

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"cutoff point" is 100 employees, for example, can't an employer with 90 employees have manpower problems just as acute as the one with 110—and shouldn't the resolution of the problems of one be just as important to a manpower service agency as the resolution of the problems of the other? Should we, instead of concentrating on solving manpower problems in either the major or minor market, concentrate instead on manpower problems wherever we find them?

Let's turn now to plans of service. Should a plan for each employer be a requirement? Could such a requirement (coupled with a salesmanship orientation) lead to such empty plans of service as, "Visit monthly to maintain good relations"? (If this "plan" sounds familiar to any reader, I've made my point.) Why shouldn't plans of service be *developed* (not just written, which is another thing) by our manpower specialist only as needed? Wouldn't this make them more meaningful? After all, there must be *some* employers who have no significant manpower problems, who have an effective working relationship with us and *vice versa*. Why write a "plan" for such an employer? In fact, why should such an employer even be of concern to our manpower specialist? Of course, if we adopt the service rather than the sales approach, this problem would be solved automatically. Any employer scheduled by our manpower specialist for visits would be one with manpower problems and, therefore, would need a plan of service.

One final question. Can't someone other than the manpower specialist collect employment trend information? Such information is vitally important to the manpower specialist, but the collection of it is not. There is no more sound reason for requiring the manpower specialist to collect this than for requiring him personally to collect any of the other information which he must digest and analyze. Having this information obtained by someone else or in some other fashion would not only free the manpower specialist for more meaningful work (such as asking the employer for information related specifically to the employer's manpower problems instead of information geared to reporting requirements), but would also relieve him of a task which, in my experience, does nothing to improve relationships with the employer. Section 7270 of the MANUAL states that, if employment trend information is obtained during the regularly scheduled visit, it "should be obtained incidentally and informally." We subscribe to this principle; however, collecting job market information incidentally and informally is not likely to provide the precise information needed by the manpower specialist. "Incidentally, Mr. Employer, how many employees did you have on the payroll during the payroll period which ended nearest the 15th of this month, and how many were female?" Not easy, is it?

I do not intend to suggest that we should abandon promotion. Promotion, as such, is important to the Employment Service. I am suggesting, however, that we might want to put it in proper perspective with respect to the job of the employer relations representative. Any good placement interviewer with the right personality can do a sales job, or can be trained to do so. And by "sales job," I include the promotional telephone contact. In addition, there are promotional mail pieces, responsibility for which could be assigned to those persons best equipped by training, experience, and talent.

One other suggestion with respect to the promotional program. To explain this suggestion, let me quote an excerpt from a recent California agency proposal for an outreach cen-

(Continued on page 30)

Michigan's Occupational Information Program

EUGENE L. BODOH and WILLIAM A. DARDY

In the early days of our Nation, there was little need for published occupational information to help young people decide upon a career. Most occupations were performed within view of the people of the community. It was possible for the young person to learn a great deal about the relatively few occupations that existed at that time, merely by personal observation. With the advent of the Industrial Revolution, however, the increasing number of occupations made it virtually impossible for one to know even a little bit about all, or even any significant number, of the occupations which make up the labor force of a complex industrial society. Our complex economy provides the youth of today with a larger number of occupations from which to choose his life's work. However, his choice may be severely limited by his lack of knowledge of the alternatives in the job market and the world of work.

The vocational guidance movement in this country was fostered during the early part of the 20th century by those men and women who recognized the need of youth for help in making occupational choices in a complex industrial society. However, it was not until the mid-1930's that any organized efforts were made to supply those involved in vocational guidance with published occupational information. The first truly effective attempt to provide adequate occupational information was made by the U.S. Department of Labor with the publication of the volume Job Descriptions series in 1935. This was followed by the publication of the DICTIONARY OF OCCUPATIONAL TITLES in 1939. The Federal Government has been a leader in the field of occupational research ever since.

The Michigan State Employment Service recognized the need for occupational information when its counseling facilities were literally swamped by returning veterans immediately after World War II. The type of detailed, local occupational information needed to help veterans make realistic occupational choices simply was not available. Counselors then began to publish the occupational information they had picked up in their daily activities for use by other counselors. Finally, in 1947 a group of counselors from the counseling center was relieved of regular duties to set up an occupational research unit to specialize in the publication of local occupational information. Thus, the Michigan Occupational Information program was born.

Today, many private and governmental agencies publish occupational information. However, their combined efforts have not been able to cover all, or even most, of the occupations in the labor force, especially in the detail required for counseling. A majority of the publications available are prepared on the basis of national data and, as a result, have some limitations when applied to any one State or area. It is recognized by those experienced in the field of occupational research that national data, to be most effective in counseling, must be supplemented by local job information. Occupations can vary a great deal in actual work performed wages, working conditions, requirements for entry, employment outlook, etc., from one area to another. It is the purpose of the Occupational Research Unit of the MESC to publish information on occupations not covered by other sources and to supplement occupational information prepared on the basis of national data with local data, so that they are suitable for use in Michigan.

The Occupational Research Unit accomplishes these objectives by preparing two types of publications: Michigan Occupational Guides and Michigan Job Briefs.

What They Tell

Occupational Guides, published in booklet form, average 20 pages, and include photographs depicting workers performing typical tasks of the occupation. Job Briefs are single sheet reports used primarily by counselors and other adults, whereas Guides are used by and designed mainly for youth. Briefs can also be used to supplement Occupational Guides, and can cover some of the less complex occupations which do not warrant or require a Guide.

There are currently 62 Occupational Guides and 110 Job Briefs. Most of the publications are on single occupations—beauty operators, bookkeepers, checkout cashiers, civil engineers, librarians, mail carriers, shoe repairmen, to mention a few. Some Occupational Guides cover groups of related occupations, such as supermarket occupations, department store occupations, occupations licensed in Michigan, mortuary science occupations, shipboard occupations (Great Lakes), and hotel occupations.

Both Occupational Guides and Job Briefs adhere to the basic format suggested by the National Vocational Guidance Association (although information in a Job Brief is presented in a less detailed manner) including sections on the nature of work, working conditions, location of jobs, employment outlook, earnings, and requirements for entry.

The *Nature of Work* section gives

Eugene L. Bodoh and William A. Dardy are in the Occupational Research Unit of the Michigan Employment Security Commission.

A MESSAGE FOR BUSINESSMEN WHO NEVER CALL THE MICHIGAN STATE EMPLOYMENT SERVICE
The Decision To Hire Is Yours
the BEST by TEST!
Another Special Service For Employers
LOST MATERIAL & MISPLACED STOCK
CAN COST YOU
$$$
RECEIVING DEPT.
FOR PROMPT ACTION
WHEN YOU NEED EXPERIENCED OR BREAK-IN
JANITORS and PORTERS
Call
WORKERS AVAILABLE
ONE HOUR - ONE DAY - ONE WEEK
A MEASURE OF SUCCESS....
pre-employment testing
EXTRA HELP EXTRA
on Short Notice
CALL
Monday thru Friday
NO FEE CHARGED
EMERGENCY PHONE NUMBERS
EARLY BIRD SERVICE
NEW HOURS: 5:15 A.M. - 5 P.M.
MEN AVAILABLE
FOR ALL TYPES OF TEMPORARY WORK
IF YOU ARE TEMPORARILY INCONVENIENCED BY AN INCOMPLETE OFFICE STAFF....
because of VACATIONS ILLNESS MASS SEASONS EMERGENCIES
CALL
MICHIGAN STATE EMPLOYMENT SERVICE
NEED SERVICE STATION HELP?
A "GAL FRIDAY?".....DIAL 222-1842 ..CLERICAL UNIT
COMMERCIAL & SALES PLACEMENT OFFICE
Call 222-6760
WORKERS WANTED
FOR JOBS IN
SHOPPING CENTERS
MICHIGAN EMPLOYMENT SECURITY COMMISSION
Register Now at
SALES
NEED MORE SALES VOLUME?
NEED MORE KEY PERSONNEL?
RESTAURANT HELP
COOKS.....PORTERS
KITCHEN HELP
WAITRESSES....BAKERS
COUNTER HELP
CAR HOPS...BUS BOYS
Hire Through Your Michigan Employment Security Office
FOR Office Workers
EXPERIENCED OR RECENT GRADUATES
DIAL
Michigan State Employment Service
Michigan Employment Security Commission
MAKE THIS OFFICE YOUR LABOR
TO LIGHTEN HOUSEWORK
DETROIT WOMEN
Call TE 1-8500
A Public Service
Michigan State Employment Service
DOMESTIC OFFICE
Select Personnel for Garages and Service Stations

Two unit technicians assist an applicant (center) select Michigan Occupational Guides and Job Briefs.

an overall description of the work, including duties performed, specialties of the occupation, and knowledges and abilities required.

In the *Working Conditions* section, the usual work hours, days, and shifts; any seasonality involved in the work; usual physical activities required; particular hazards associated with the occupation; benefits such as insurance, hospitalization, vacations, and sick leave; and uniforms or special equipment required are discussed.

The *Location of Jobs* section reports the number of persons working in the occupation in the United States, in Michigan, and in selected Michigan cities; geographical distribution of the occupation is given to indicate if the occupation is concentrated in one particular area of the State or Nation, or rather generally distributed.

The *Employment Outlook* includes a description of the employment situation in the occupation for the last few years; the current employment situation; the future outlook; the annual replacement rate in the occupation; trends and technological developments which might affect the occupation.

The *Earnings* section reports usual wage rates for beginners and experienced workers; variation in wages among cities, areas, or industries; and factors which may influence earnings.

The *Requirements for Entry* includes a description of interests, aptitudes, physical requirements, and personal traits considered important for the type of work; education and training necessary or desirable; how and where training can be acquired (schools, apprenticeships, etc.); licensing requirements, if any, and the prerequisites for licensing; unions or associations for workers or employers in the occupation; opportunities for advancement; manner in which a job can be obtained.

In addition to the above, Occupational Guides contain a concise history of the occupation and a statement concerning its importance, a listing of advantages and disadvantages of the occupation, and a list of publications for further reading.

The preparation of an Occupational Guide or Job Brief involves three basic steps: Preparation of a draft, verification, and final edit.

The first step in preparing a draft for verification is to define the occupational area of study in terms of a job description. This is accomplished by job analysis, gathering job descriptions from employers and combining them into an occupational description, and by reference to the DICTIONARY OF OCCUPATIONAL TITLES. Second, with a job description to delineate the occupational area of study, information for the other sections of the Guides and Briefs is gathered from secondary sources, such as Federal and State occupational publications; occupational information published by employers, associations, and independent publishers; census reports; Employment Service records; labor contracts; employment and wage surveys; civil service announcements; and newspaper want-ads. In addition, the Occupational Research Unit conducts all necessary wage and employment surveys for the occupational area being covered. On the basis of the data gathered, a verification draft is prepared.

Careful Verification

Verification is probably the most important part of the process. In this process, the accuracy of the data thus far gathered is checked with a sample of persons who should be knowledgeable about the occupation in Michigan. They are sent a copy of the draft with a request that they suggest additions or deletions, and make any comments which they feel will improve the accuracy of the draft. In addition to those who are requested to respond by mail, a number of persons in the sample are contacted by a Unit technician who performs a verification occupational analysis on the entire draft by going over every detail with each contact. The average verification sample covers about 25 persons or organizations, including from 5 to 10 personal contacts.

The third step involves collating all the notes and comments which have been received from the verification sources, and any questionable or newly received information is checked. The draft is rewritten and again distributed to others in the Unit for comment. The draft is edited and rewritten until it is clear and accurate. Finally, when the draft is approved by the Unit members, Unit Supervisor, and by appropriate Commission personnel, the Unit technician plans the layout of the Occupational Guide and selects appropriate photographs, either choosing existing photos or making arrangements to have new ones taken. Job Briefs are printed on a single sheet of paper and do not include photographs or an individually planned layout. The publication is then ready to be printed. Printing is done primarily with Agency equipment.

The entire process of researching, writing, verifying, and publishing an Occupational Guide or Job Brief takes from 3 to 24 months. A technician usually works on a number of Guides and Briefs concurrently.

Some experts in the field of occupational information believe that information concerning training facilities is an integral part of occupational information. Thus, in addition to Occupational Guides and Job Briefs, the Occupational Research Unit also publishes the Michigan TRAINING DIRECTORY, which includes the "Directory of Institutions of Higher Learning in Michigan," and the "Michigan Trade and Technical School Directory."

The "Directory of Institutions of Higher Learning" includes a synopsis of all colleges and universities in Michigan. The following information is given for each Michigan college or university listed: General facts (location of the school, size and composition of the student body, school auspices); accreditation; requirements for admission; costs; curricula and degrees granted; and sources of additional information. Another part of the Directory outlines major fields of study and indicates the schools which have programs in those fields.

The "Trade and Technical School Directory" lists schools in Michigan which offer training in aviation, barbering, business, cosmetology, medical technology, nursing, trades, and X-ray technology.

How to Choose the Occupation

It is always a problem to decide what occupations to cover. The following criteria are used in selecting occupations to be covered by Occupational Guides or Job Briefs:

Employment trend—occupations which are rapidly growing or declining are covered so that people will be aware of changes taking place which might influence their vocational decisions.

Number employed—size of the occupation is probably the best single index to the number of job openings available each year to youth. Therefore, an effort is made to cover the more important occupations in the labor force because of the larger number of job openings which would usually occur in order to replace those who leave the occupation.

Attractiveness—in choosing "glamour" occupations, many people are making unrealistic occupational choices without knowing the requirements of the job and without evaluating their own capabilities for success. Therefore, factual data are stressed for so-called "glamour" occupations.

Expressed interest—the Occupational Research Unit tries to cover and give priority to occupations for which the most requests for information are received.

Through the Occupational Guide and Job Brief programs, the Michigan State Employment Service attempts to supply the young people of Michigan, and those who aid them in making occupational choices, with accurate and unbiased occupational information. Although the Occupational Guides and Job Briefs were originally developed, and are primarily designed for counseling situations, their use is not limited to this area. These publications have been found to be useful to personnel officers working in placement, to curriculum planners, and to educators setting up vocational education programs, among others.

The Employment Service receives more requests for occupational information publications than can possibly be printed with our limited facilities. Therefore, the free distribution of Michigan Occupational Guides and Michigan Job Briefs must be limited to a maximum of two sets to Michigan schools, colleges, and public libraries, and to vocational guidance agencies in the State. Briefs are not for sale, but those who do not qualify for free materials may purchase Occupational Guides at 25 cents per copy.

The Michigan Occupational Information Publication mailing list numbers about 2,300 and includes addresses in 34 States, the District of Columbia, Puerto Rico, and 13 foreign countries. The mailing list is restricted to those who meet the requirements to receive free publications and who specifically request that their names be added. About 1,700 Guides, not including initial distributions of new or revised guides, are distributed every month.

It is difficult to measure the impact of the Guide and Brief programs on vocational guidance in Michigan. However, the many requests that the Employment Service receives for occupational information indicates that there is great need for such materials.

EFFECTIVE EMPLOYER RELATIONS

(Continued from page 26)

ter to serve the Watts community in Los Angeles:

Unlike our normal Employment Service operations where we attempt to match applicants to already received orders, we propose to reverse the process in the operation of the outreach center. A continuing survey of applicants will be taken in order to provide a constant inventory of job needs of the community. Armed with this information (departmental representatives) operating out of the center . . . will engage in an extensive, continuing employer contact program throughout the heartland (of Los Angeles) to develop job orders to meet the need of the residents of the Watts area.

While developing orders based on the needs of applicants is not new, I believe that the intensity which we propose for this activity is new. We envision a promotional campaign geared directly to the needs of the applicants to be served. We expect this type promotional activity to do much to alleviate the problem of large numbers of applicants for whom no jobs have been available through the Employment Service.

The approach to employer relations suggested in this article may be more in line with the objectives of a manpower service agency. It also might, in the long run, be more productive of job orders than the salesmanship approach. It might also do more to create the image we desire. In any event, I trust that it at least merits serious reflection.

Once Over Lightly Will Not Do It!

LUCY O. NORTON

Dynamic changes are taking place in the Nation's economy these days The present business expansion represents the longest period of sustained economic growth in our peacetime history. Employment has been rising since 1961 while unemployment continues to decline, reaching an 8-year low in October 1965.

These events have a definite influence on the responsibilities of the public Employment Service. Today, a major emphasis in local office activities is on providing intensive ES services to jobseekers in order to meet an ever-increasing number of employer orders.

What is the significance of this challenging change in program emphasis? It presents the opportunity to prove what the Employment Service can do as a true manpower agency. With proper application of techniques at the proper time, the ES is well equipped to meet this challenge.

Pennsylvania experience points to the intake interview as the focal point for setting the stage for successful ES services. If the stage is well set, workers are much more likely to be placed or to be motivated to find work on their own.

Why a Depth Interview?

Why is the quality of the intake interview important? It is here that the interviewer talks with the applicant as an individual so that *all* his qualifications may become a matter of record for future actions. It is here that the interviewer explores work experience, education and training, leisure time activities, and special interests and hobbies. It is here, also, that the interviewer evaluates all these factors and converts them into accurate and appropriate occupational codes, which form the basis for immediate or future selection and referral.

A quality intake interview will result in the assignment of as many accurate codes as possible in order to give the applicant the widest possible exposure to the available job opportunities. At the same time, this also gives the employer the greatest possible number of qualified applicants from which to make his selections.

Furthermore, accurate multicoding streamlines local office operations. It reduces call-ins for more information, minimizes the referral of unqualified candidates, and maximizes the referral of qualified candidates for job orders. Finally, a depth discussion on possible work fields before classifying frequently encourages workers to undertake fruitful job searches on their own.

Cursory Interviews Not Enough

The limitations of quick interviews resulting in a single classification are illustrated by experience in our earliest project. Thirty-eight workers, laid off as the result of the closing of a small metal fabricating plant, were registered at the local office as part of normal office operations. Four months later, a review of project activity revealed that only 9 workers had become reemployed, 6 as ES placements and 3 on their own; 29 remained unemployed despite a fairly active job market.

Further study indicated that workers had been assigned single codes to reflect the jobs they held at the time the plant closed. Many had been floor assemblers and were coded only for such jobs, although there was little demand in this category. In addition, several had handicaps which would restrict their continuing in their previous occupations, since they could not meet the physical requirements established for new employees. Obviously, action in greater depth was imperative.

All 29 unemployed workers were called in for special interviews. Two or more additional codes were assigned for most of them. Counseling was recommended for 10. Action started immediately and, within a few weeks, 16 more workers became reemployed, 6 as ES placements and 10 through their own efforts.

The following examples show what can be done. An appliance installation man also had experience as a part-time salesman, as well as a locomotive assembler with a previous employer. Additional codes made it possible to place him temporarily as a salesman and finally as a locomotive assembler. A floor assembler, aged 60 and physically handicapped, fully realized his limitations for future employment in his usual occupation and wanted only light work to carry him to age 65 and retirement. He was placed as an elevator operator in a downtown office building. In interviewing another floor assembler, it was learned that he did painting and carpentry work for friends. Possible reemployment in these occupations was discussed with him and 2 days later he obtained a job as a painter for a department store.

This project illustrates a reemployment pattern which seems typical for displaced workers. Most went into different jobs in different industries at considerably less pay Had *depth interviewing been undertaken when the applicants first registered,* reemployment would certainly have come sooner.

Proper Action at Proper Time

Our latest project, the closing of an obsolete cement plant in which 155 workers were terminated, highlights what can be accomplished when appropriate techniques are applied in time. Depth interviewing was given to this group a few weeks prior to plant closing. An intensive discussion of work experience, avocations, and leisure time activities was held

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Lucy O. Norton is Head, Automation Manpower Services, Pennsylvania State Employment Service.

Expanding Opportunity in Private Household Employment

PEARL G. SPINDLER
and EVELYN W. FARBER

. . . housewives cannot get the help they seek for work in the home or in the yard . . .

New ways of providing home and community services must be explored . . .

There are two other problems which have prevented a more rapid expansion of service employment—low wage rates and an attitude that much service work lacks dignity.[1]

On February 8, 1965—a few days after the President's Job Development Program was launched—the participants in the Women's Bureau Second Consultation on Private-Household Employment made plans to implement this program. The groundwork had been laid in June 1964, when representatives of government and nongovernment organizations and agencies interested in improving the economic and social status of private-household work had met at the first such consultation convened by the Women's Bureau.

At that time, the discussion revolved about ways to stimulate improvement in worker qualifications and performance and in working conditions and employer-employee relations, so that the status of household work might be raised and the occupation made more attractive to the incumbents, to the many unemployed men and women who could be trained in this work, and to those who might enter the occupation if it offered more dignity and security. The conferees reviewed the many facts which made the occupation unattractive, including: low wage rates, long and/or irregular hours, irregular employment patterns (worker's inability to secure or schedule a full day's work and/or consecutive days of work to equal a full workweek, inability to secure continuous employment throughout the work year), little or no fringe benefits, and limited protective legis-

[1] *From the Statement by the President on the Job Development Program, February 1, 1965.*

Pearl G. Spindler and Evelyn W. Farber are in the Women's Bureau, U.S. Department of Labor.

lation. They also reviewed existing training programs and counseling and placement services available to private-household workers.

A major recommendation made at this meeting was that the Women's Bureau prepare guidelines for questionnaires to be used by interested nongovernment organizations to interview private-household workers and employers to obtain information on household employment needs, existing wage and other standards, problems faced by employers and workers, and related matters.

The need for job development and the potential in this occupation had been recognized and highlighted earlier. The President's Commission on the Status of Women, with its mandate to strengthen family life and at the same time encourage women to make their full contribution as citizens, also had been very much concerned with this low-paid low-status occupation as evidenced in its report, AMERICAN WOMEN (October 11, 1963), as well as in the reports of several of its committees. Its Committee on Home and Community had emphasized that there was widespread need for bold and imaginative measures to reconstitute household service as a dignified and responsible occupation in line with modern labor standards. It had called for imagination, organization, changed attitudes, and cooperation at the community level between employers and employees and with interested local agencies and organizations.

The Committee had recommended: ". . . that pilot programs for household service be developed and extended for the purpose of resolving the problems associated with the widespread need for household help and the need to standardize and upgrade household employment and expand opportunities for workers in this field. Such programs would determine the kinds of services families want and can pay for; organize such services; seek out both young and mature women interested in training; develop standards for training and for the provision of services; raise the status of paid household work by putting into effect standards of job performance, wages, and conditions of work that will assure skilled and efficient work paid for at commensurate wages and performed under conditions compatible with the dignity and respect of both employer and employee. . . ." The Committee had also recommended that household workers be brought under the provisions of labor legislation protecting other workers.

Classwork supplements practical training for prospective private-household workers in Troup County, Ga.

Thus, at the second consultation in February 1965, after hearing about recent government and nongovernment programs and activities relating to the private-household field, including those of the Governors' Commissions on the Status of Women, the nongovernment participants decided that there was a need to coordinate the work of all the national organizations with an interest in the solution of the problems. These nongovernment participants formed a National Committee on Household Employment to serve as a clearinghouse and coordinator for all organizations concerned with upgrading the status of private-household employment, to provide leadership in establishing and promoting standards for private-household work, to serve as liaison with government agencies, and, in line with the President's Job Development Program, to stimulate the development of additional jobs—new and traditional—and training opportunities in the private-household field.

The National Committee, when it last met on September 29, 1965, included Altrusa International, Inc., American Home Economics Association, American Nurses' Association, American Woman's Association, Board of Missions of the Methodist Church (Woman's Division), National Association of Colored Women's Clubs, National Association of Extension Home Economists, National Consumers League, National Council of Catholic Women, National Council of Jewish Women, National Council of Negro Women, National Federation of Settlements and Neighborhood Centers, United Church Women, Young Women's Christian Association, and Zonta International—organizations whose membership represents approximately 25 million men and women.

The objectives of the National Committee are being carried out through a major educational program directed to the public, employers, and workers. This campaign is national in scope, but is also being conducted intensively at the community level, for it is primarily by stimulating local interest and action that standards can be developed or improved and the image of the occupation changed.

The National Committee has already initiated surveys of private-household employers and employees in over 50 cities throughout the United States, with additional coverage anticipated in other areas. These surveys are being undertaken by local committees on household employment—largely counterparts of the organizations in the National Committee in cooperation, in some areas, with the Governors' Commissions on the Status of Women, government agencies including the Women's Bureau and the local Employment Service offices, and many other groups and individuals concerned with the status of private-household

work and expanding job opportunities in this field.

Further, the National Committee has an experimental and demonstration project proposal, developed with the technical assistance of the Women's Bureau, now under active consideration for funding under the Manpower Development and Training Act. The Committee is proposing a nationwide, organized, comprehensive experimental approach in which training projects are integrated into a coordinated program of community, employer, and employee education. Specifically, the Committee is proposing a project to experiment with a variety of techniques to: (1) develop a new image of the household worker, new types of household services to meet current and emerging needs, and job ladders in household and related services; (2) stimulate the institution and expansion of training opportunities for both traditional and new specialized skills; and (3) experiment with additional placement techniques (for example, through promoting workers' cooperatives or small businesses which the workers would own and/or manage and which would schedule, place, and supervise the employees, providing fringe benefits and the legislative protection from which other workers benefit).

The proposed project would also promote and assist in the development of five to eight pilot training programs to be located in different areas, some with a small town base, others in metropolitan areas; some in communities where the private-household workers are predominately white, others where they are largely members of minority groups. The training programs would involve persons with different educational levels, skill levels, age levels, and cultural backgrounds. Basic education would be provided, where necessary.

Trainees would be motivated, through personal counseling, to enter and/or remain in an occupation which can offer status through standardized criteria of performance, acceptable minimum standards of working conditions, wages, and hours, and an opportunity for advancement either in the private-household field or in related fields, such as in homemaker service or day-care service.

It is anticipated, too, that the individual programs would experiment with different curricula and types of training facilities and training personnel. Thus, one course might use a curriculum developed by the State board of vocational education, another might be developed by private agencies. A specific program might involve on-the-job training with a multitude of employers, another might be given in an institutional setup, while still another might be in a suburban or public housing development. One or more of the training programs would include managerial training, so that the trainees would be qualified to operate a small business providing household and related services or to establish a cooperatively run enterprise. Concurrently, employers would also be "trained"—to the dignity of work and of the individual, to the nuances of supervision, and to the need for providing good wages and working conditions.

These pilot training programs, which might be funded under the Manpower Development and Training Act, the Economic Opportunity Act, or the Vocational Education Act, or from private sources, are expected to involve at least 500 trainees for household and related jobs, as well as a large number of current and potential employers. Constant evaluation of the effectiveness of the various experimental programs would be made, in the light of the objectives of the Job Development Program, and all experiences gained would be transmitted to appropriate government and nongovernment agencies.

The National Committee also plans to develop, in consultation with the Women's Bureau, recommended minimum standards for private-household employment. The adoption of such voluntary standards will provide the basis for a working agreement between employers and employees. It will be the first step in the development of a mutually satisfactory arrangement governing the rights, duties, and responsibilities of both parties and should do much to improve the human and working relationship between employers and employees.

The response to the nationwide publicity accorded the Committee and to the local publicity concerning the area surveys has already demonstrated to the Women's Bureau and to the National Committee the tremendous interest and potential of their work.

The Women's Bureau, which endorses the program of the National Committee, and the Committee are of the firm conviction that:

The status of private-household work can be raised;

Standards can be established and accepted;

New kinds of jobs can be developed to meet present and emerging needs;

Trainees or candidates for these jobs can be found;

Training will improve the workers' ability to hold jobs;

The intermittency of employment can be reduced;

Average annual wages can be increased;

Employers and the public will respond and benefit; and

Objectives of the President's Job Development Program with respect to household occupations will be met.

ONCE OVER LIGHTLY

(*Continued from page 31*)

with each worker. Since a union contract providing for job posting and bidding had prevailed, workers had a wide range of experience on all jobs in the plant. It was possible to assign an average of five accurate codes to each worker.

Two months after the plant closed, 133 workers (86 percent) were reemployed; 30 were placed by the local office and 103 found new jobs on their own. Many of these 103 acknowledged the indirect assistance of the early depth interview in obtaining these jobs.

The results of the quality interview here were similar to those of the special interview on the first project, but much quicker. For example, a maintenance supervisor had taken training in food service management as a member of the Reserves and was placed in this capacity at a nearby college. A blaster, who had also worked as a repairman and electrician for the project employer, was placed as a maintenance mechanic. A miller who had worked as a welder for a previous employer was quickly placed as a welder with a new employer.

Although 13 other cement plants are located in the same area, not 1 of the 133 workers found another job in the cement industry, mainly because this industry is rapidly automating. Instead, the workers dispersed into 7 major industries on jobs with 76 new employers. Eighty-six went into manufacturing, 13 into contract construction, 11 into service industries, 10 into wholesale and retail trade, 7 into local government, 3 into transportation, and 3 into finance. Results would have been very different had these workers been assigned a single classification reflecting a nearly obsolete skill in an automating industry.

As in the earlier project, these workers, to become reemployed, accepted different jobs in different industries at considerably less pay. However, in this case, *properly timed depth interviewing for code diversification* hastened the transition from old jobs to new ones and minimized the time and wage losses.

Today, more than ever before, the Employment Service must provide quality interviewing and accurate multiclassification in the initial contacts with applicants. Only in this way can it successfully meet its obligations to both workers and employers in the increasingly complex economy.

JOB DEVELOPMENT PROGRAM

(*Continued from page 3*)

Great Atlantic & Pacific Tea Co., Standard Oil Co. of New Jersey, Allied Supermarkets, and the Pillsbury Co.

Meetings have been held with the divisional directors of personnel of the Great Atlantic & Pacific Tea Co. throughout the country. As a result, many of these executives are participating in the program and broadening their working relationship with the State Employment Services.

All of these actions have contributed to the success of the program and suggest that an even greater rate of job development may be expected in the future.

The program has also been discussed with executives of about 50 national trade associations, such as the American Hotel and Motel Association, the American Society of Association Executives, and the American Retail Federation. National trade associations have been exceedingly helpful in providing nationwide publicity concerning the program and in urging the cooperation of their members in getting specific projects underway.

To assist the State agencies, the U.S. Employment Service prepared and released *Operation Service—U.S.A.* This kit of materials contains, among other items, seven operational guides to help the employment offices in carrying out the program.

Manpower Improvement in Tarheel Appalachia

HUGH CASHION and BEN JOHNSON

In a kind of "if-you-can't-come-to-us, we-will-come-to-you" operation, the Smaller Communities Program is rolling the services of Federal-State Employment Service offices to the doorstep of the people in remote, sparsely-populated communities.

The Smaller Communities Program is designed to help alleviate the situation created by technological change and lack of needed employment services in rural areas by helping community groups develop new job opportunities, and by providing employment services to the individual.

Here, generally, is how the Smaller Communities Program works to provide employment services to the community and to the individual:

A mobile team of interviewers, counselors, and test administrators goes to the community at the request of local community leaders. The team helps community development organizations by making a full study of the area's manpower resources, including information on the potential skills of the work force. This information is of particular help to prospective employers and is also useful in developing Federal and State vocational training programs.

The program also assists community development groups in making a detailed study of other community resources which can be used in planning the expansion of job opportunities.

The team helps individual residents by providing them with the services—counseling, testing, and placement—of a regular local employment office. Individuals have the opportunity to discuss work plans with a professionally trained employment counselor. In those areas where the development of sufficient job opportunities is not immediate, the individual is given information on employment possibilities in surrounding areas. If the rural high school does not have a counselor, the team gives job counseling to the seniors.

Training is made available to applicants under the Manpower Development and Training Act. Applications and test results are forwarded to the nearest regular local Employment Service office for continued service and careful followup.

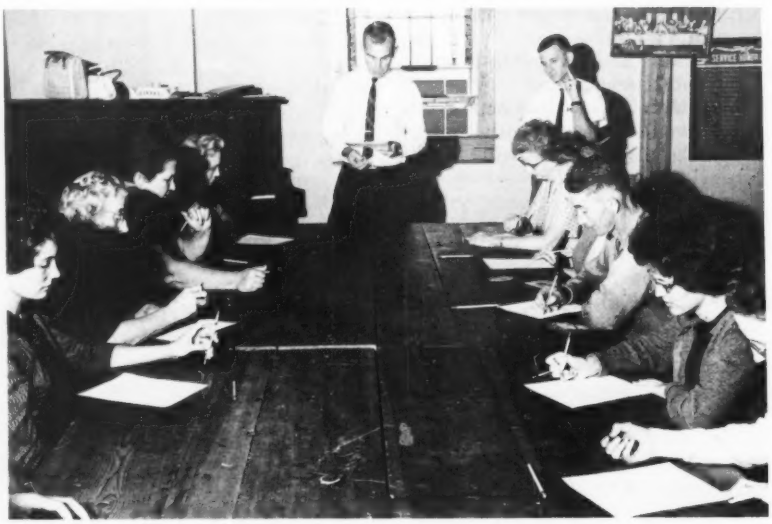
By the time the team moves on to serve another rural community, the community has received help in developing employment opportunities, and every employment service has been made available to its employers and citizens.

The following States have received services from the Smaller Communities Program: Alabama, Arkansas, Georgia, Iowa, Indiana, Maine, Michigan, Minnesota, Mississippi, New Mexico, North Carolina, Oklahoma, South Carolina, Tennessee, Texas, Vermont, and Wisconsin. It is expected that they may eventually provide for effective extension of employment services to all rural areas.

Many mountain people consider their Appalachian range a symbol of pioneer independence and resent nationwide publicity on the bleak conditions in Appalachia. Our Smaller Communities Program mobile team encountered this resentment in its first contact with one of the Appalachian counties in North Carolina. The editor of a local mountain weekly, for example, was very forceful in stating that hard-core poverty was neither rampant nor commonplace in the region.

But the sad fact is that the five counties which have been served by the mobile team since March 1964 have double the State's average unemployment rate, are near the bottom in per capita income, and are characterized by highly seasonal jobs.

Members of the Smaller Communities program mobile team administer the GATB to registrants in a local church in Clay County, N.C.



Hugh Cashion and Ben Johnson are Employment Representatives, Employment Service Division, North Carolina Employment Security Division.

Wood products firms offer jobs to some of the unemployed workers.

Realizing that their counties, if not hard-core poverty areas, still could use economic improvement, county commissioners were happy to endorse the Smaller Communities Program, once it was explained by the Rural Area Representative (leader of the mobile team), that the program emphasizes a positive approach toward economic improvement. This attitude quickly won acceptance of the program. When the commissioners, members of the county's planning board, news media people, and other citizens met for the first time in a county-wide "kickoff" meeting, they were enthusiastic about the program's goals and were ready to assist in any way they could. In the weeks that followed, local citizenry cooperated fully with the team members. The counties were practically deluged with announcements about the program through the local press and radio, public announcements, direct mail, posters, public speeches, and door-to-door contact. Volunteers helped in getting local people to register with the team. We learned quickly that success of the program was almost entirely in the hands of local people. Their desire for community improvement prevailed throughout the registration period and the subsequent manpower studies made on each of the counties.

The team members traveled from county to county, staying about 6 to 10 weeks in each. In each county, there was need for all kinds of activity. To find jobs or training for the people, team members interviewed, tested, and counseled in courthouses, schoolrooms, and country stores. They talked with Negro and white, young and old, professional and unskilled—the entire gamut of local work force. The Rural Area Representative and Labor Area Analyst worked with community development groups in planning for employment development. Using the information coming from team operations in the county, the Employment Security Commission published a manpower resource report on each county and furnished the local planning board 50 copies, with a full explanation of the survey.

Enough time has elapsed since the initial project to permit evaluation of any changes in the industrial or employment climate of these areas.

In Ashe County, the first in the State served by the program, plans have been announced to expand present industry sufficiently to utilize practically all of its available labor force. During the team's visit, two prominent furniture manufacturing firms merged and announced expansion plans which would increase the number of local jobs by nearly 400, primarily for men workers. Recently a wood products firm changed ownership and informed county leaders of tentative plans to increase employment from 76 workers to over 100. A local electric company has announced plans to expand its operation, thus providing some 300 additional jobs, mostly for women. Capitalizing on booming tourism, the county formed a chamber of commerce and various attractions are under construction, including a ski lodge, which expects to open this winter.

By no means can we attribute this increased activity solely to the work of our Smaller Communities Program, but the attitude of "economic improvement" is still evident a year after we interviewed our first registrant.

The second Smaller Communities project was in Allegheny County, where the male labor force desperately needs employment. The county had had no previous industrial prospects, but now has seriously negotiated with three industrial clients. One, a shoe manufacturing firm, began operations in October and will increase employment to 240 jobs. The nearest local Employment Service office was asked to staff the new firm. Local leaders have stated that the manpower study played a part in the firm's decision to locate in the county.

At present in Allegheny County, an 18-hole golf course is being constructed—another feature for tourism. TVA is planning a hydro-electric project which will include a 15,000-acre lake within 3 miles of the county seat, and local officials are organizing plans to create camping and recreation facilities.

The third manpower study was conducted in Clay County, another Appalachian region which has experienced little industrial development in past years. Lending itself to natural development, the county has subsequently negotiated with TVA to secure land for a recreational complex—including camp sites, boat and swimming facilities, cabins, playgrounds, a swimming pool, and a

(Continued on page 41)

Preparing Disadvantaged Youth for Work—II

This article is the second in a series that will describe the findings of a project designed to evaluate and prepare a group of school dropouts for training or jobs. The project was under the supervision of the Philadephia Council for Community Advancement, with services performed by the Jewish Employment and Vocational Service (JEVS) and the local offices of the Pennsylvania State Employment Service (PSES). Financial support for the project was provided by the Office of Manpower, Automation and Training of the U.S. Department of Labor.

During 1964, the Philadelphia Jewish Employment and Vocational Service and the Pennsylvania State Employment Service cooperated in a program to evaluate and improve the employability of school dropouts. Three hundred and thirty-one boys and girls between the ages of 17 and 22 who were out of school and out of work, and who could not be evaluated or referred to jobs or training by State Employment Service counselors and interviewers, were served by the JEVS Work Adjustment Center.

The JEVS process included situational assessment through the use of work samples, productive work, and intensive individual psychological testing of aptitudinal and personality factors. Evaluation was followed by a guided work adjustment experience to improve work attitudes and patterns for a period of approximately 8 weeks. Academic remediation and counseling (individual and group) were incorporated into this developmental process.

One hundred and sixty-five youth completed the evaluation and work adjustment programs and returned to their local office counselors. All were placed in competitive employment. The project also yielded significant information regarding their job seeking patterns, which was reported in the November issue of the REVIEW.

Counseling and Work Adjustment

SAUL S. LESHNER
and GEORGE S. SNYDERMAN

This article describes the JEVS counseling function. It should be noted that the youth served were, in the first instance, generally unmotivated and unresponsive to the PSES counseling. Because of limited verbal abilities they were unable to cope with the GATB; e.g., the average reading levels were at the 4th grade; arithmetic achievement was lower; more than half were classified as functionally retarded. The population was drawn from the slums of North Philadelphia. Cultural impoverishment, together with a paucity of economic advantages, resulted in a lack of motivation for work or school. Even though delinquency records could not be routinely checked, at least 36 percent of the boys and 33 percent of the girls had been so adjudicated by the courts. In addition, at least 30 percent of the remaining boys and 25 percent of the girls were known to the police. Eighty-three boys admitted membership in fighting gangs.

These youth presented special and difficult problems to counselors. They represented a population which is culturally alienated from the mainstream of middle-class aspirations and vocational values. They viewed work as a punitive and not as a rewarding activity. For them, work was arduous and menial and offered neither wages above minimal subsistence needs (which were already met by public assistance sources), nor the opportunity to move up the occupational ladder.

Most of the youth had dropped out of school in the 10th or 11th grade after a history of chronic truancy. Academic materials were unrealistic in terms of their life experiences. They seem to have existed in a relatively primitive society in which the survival demands of today obviated their ability to consider long-range values. They lived primarily in the present, lacked planfulness, and were impulsive and unable to defer immediate needs for larger rewards that result from self-preparation and improvement.

Their limited and negative attitudes towards education and employment were reinforced by the home and neighborhood. Whatever brief exposures they had had with middle-class values were offset by the pervasive realities of their family and neighborhood life. Middle-class values, perceived only vaguely, produced reactions of withdrawal, frustration, or aggression. Many of the youth were unable to understand these alien standards and, finding no meaning in them, lacked any desire to meet them.

In addition to this "psychological blindness" to most of our middle-class mores the youth were generally unaccustomed to dealing with their own inner feelings. Communication with each other commonly touched on only

Dr. Saul S. Leshner is Executive Director and Dr. George S. Snyderman is Program Coordinator, Jewish Employment and Vocational Service, Philadelphia, Pa.

the superficial and the obvious. Their need to stifle profound anxieties and hostile impulses resulted in their building a protective shield around intimate personal issues.

Development Is Guided

The primary approach in the JEVS work adjustment process consists of providing a guided developmental experience through which the individual may integrate his emotional resources. He begins in a setting in which the demands imposed are within his grasp. Work tasks are simple, peer relationships are casual, and supervisory attitudes are benign and understanding. As the youth is helped to relate to these simple conditions, increased difficulties, and more complex work and relationships are introduced progressively. The youth is helped to develop increased tolerance for work and social stresses and to acquire the behavior patterns which enable him to accommodate to discipline and to cope with the demands of competitive employment. Eventually, the youth begins to feel more positively about himself and work.

The function of counseling in the work adjustment process was a supporting and reinforcing one. As the youth developed suitable attitudes and coping behaviors, counseling enabled him to bring to awareness the changes that were occurring within him. Periodic counseling interviews crystallized his feelings and provided a mental image of his new worker identity. He was helped to verbalize the positive and negative feelings he experienced, to express in words the values and purposes of working that he felt were satisfying. Thus, counseling helped him to develop a worker self-concept which clearly reflected personal status and vocational goals and the ways to achieve these goals.

Counseling occurs when the counselor can communicate verbally with the youth in terms which are meaningful because they relate to the youth's background and experience. Initially, discussions deal with matters and problems that are immediate and part of the present. There is no point in talking about feelings with a youth who is accustomed to ignoring his feelings. It is meaningless to discuss vocational plans with a youth who cannot project his ideas beyond the present. It is logical, however, as a first step to put into words what the youth is doing, how and with whom he is doing it, why he does it, and what more he will be asked to do. To this base of contemporary experience, a broader range of experiences accrues. As it builds and is brought to consciousness, the individual is enabled to grow and use himself more meaningfully. Further, as feelings of identity and self-worth emerge and are put into words, the youth's personality is organized and he is enabled to deal better with both abstractions and futures. In this way, the rationality with which the youth meets internal problems and environmental demands improves.

Most contemporary students agree that growth stems from a positive relationship between the counselee and the counselor. The relationship is made up of mutual respect and trust. It should be expected, therefore, that in a population with life experiences of rejection, mistrust, misunderstanding, and none of the benefits of middle-class society, the counselor will meet many difficulties and resistances to establishing a sound relationship. The counselor is apt to be viewed with suspicion, simply because the youth will not have understood him. The youth will alternately oppose, withdraw from, or try to manipulate, as he tests out the counselor's reliability, sincerity, and willingness to help.

In the environment of work, the initial relationship of the youth is with himself as he engages in the work tasks. It is the task of the counselor to unite and transfer the nonthreatening relations with the object world to the interpersonal relationships in which highly threatening factors of self-esteem and social value are involved. As a confident relationship begins to prevail, it becomes possible to particularize and discuss the youth's strengths and weaknesses. The counselor can now proceed to point up where development is needed and why the youth can benefit from taking specific actions. In effect, the youth becomes able to appreciate the fact that his present experiences are "paying off" in gratification and self-worth. Consequently, other ideas of personal development will also be acceptable as he continues. Such are the roots of motivation and counseling direction.

As the youth progressed through the Work Adjustment Center his occupational orientation was sharpened. His functioning as he "produced" was carefully observed and nutured. Industrial foremen, not psychologists, helped him deal with problems involving his work tempo, persistence, coordination, dexterity, quality, and quantity of task performance.

Throughout the adjustment process, individual and group counseling was provided to help the youth mobilize his energies, learn to cope with interpersonal relations, and make vocational choices. Counseling always related to the work situation. If, for example, a youth failed to meet the foremen's expectations in a particular respect, the youth was invited to discuss the matter privately with the psychologist. The problem was discussed in concrete vocational terms, e.g., "Would an employer permit this or might he fire you?" If this kind of discussion failed, the psychologist referred the youth to the supervising psychologist who used a more personal, subjective approach to help him develop insights.

Weekly Counseling

Individual counseling interviews and small group counseling sessions were held at least once a week for each youth. At first, topics and content covered personal matters relating to the immediate work experience. Eventually, these were extended to home, peer group, and social matters which, in turn, related to vocational development issues. As the vocational aspect became predominant, the realities of job-finding became the focus of discussion. Presentability, handling the interview, employer expectation were discussed. The youth was helped to recognize and understand that he might be rejected by many employers before he was finally accepted. It was indi-

cated that these rejections might not be failures on his part but were generally implicit in the normal job-finding process.

Counseling therefore was an accompanying and significant component of the evaluation and work adjustment process. It capitalized on the youth's present status and his new experiences. It progressed from impersonal to personal considerations and finally to matters wherein external employment conditions were separated from personal anxieties. Thus, near the close of the program, counseling was mainly vocational and designed to help the youth about to "graduate" to face and grapple with problems of choosing, entering upon, and succeeding in training or a job. To this end, both individual and group sessions were considered essential.

When these were completed, the youth was referred to the PSES local office counselor, with an understanding that until he was placed in either a job or an MDTA course, he should continue in the Work Adjustment Center several days a week, where a climate of continuing acceptance and the means of earning pocket money were provided.

The vocational program described here is an extended one by the standards set for most public welfare programs. It requires, in addition to the procedures described above, built-in methods to continue to support the disadvantaged youth's struggle to rehabilitate himself. Followup by mail generally fails. It requires that someone, preferably a knowledgeable counselor, visit the youth in his home. This is costly, because these youth are highly mobile and revisits are often necessary. Valuable help can be given on the spot. Incidentally, data can often be gathered to clarify problems and the value of services rendered. For example, JEVS learned that 40 percent of the youth followed up wished to continue in counseling even after they had found jobs. They were encouraged to do so, and even though the program officially ended January 31, 1965, each week several called to talked in person or by phone with their psychologists at the Center.

Not all disadvantaged youth are amenable to immediate vocational help. As indicated above, years of poverty, deprivation, and discrimination have created not only a "hard core" socioeconomic problem but also psychological and health difficulties which must be treated before the youth can be helped. Actually, 21 percent of the youth entering the program needed some other service before they could begin to think about and relate to the world of work. Counseling was used to help these boys and girls accept a referral to a suitable community agency for medical, psychiatric, or family case work services. Seventy-one percent of these did accept a referral and were receiving the services at the close of the program.

There is no "sure-fire, quick and easy" method to help all disadvantaged youth. Many will be able to accept and use counseling and other services available in the Youth Opportunity Centers of the Employment Service. But a sizable number will have severe emotional or personality problems and will require services such as those offered by JEVS *before* they can accommodate to and use the YOC services. The experience of PSES in Philadelphia clearly demonstrates that these youth can be placed in competitive industry.

Arkansas' 1965 Summer Youth Program

MARVIN R. TAYLOR

In early May, the severity of the problem of finding summer jobs for youth in Arkansas was readily apparent. By the end of the month "under 22" new applications in the State totaled 9,128 and represented an increase of 25 percent over May 1964. Even though an increase had been expected and local office plans for accelerated placement programs were already underway, no one expected the phenomenal influx of young applicants that occurred during June when 23,850 "under 22" new applications were received. This figure represented an increase of 15,631, or 190.2 percent, compared with June 1964.

Boys and girls seeking enrollment in Neighborhood Youth Corps projects accounted for most of the increase in applicants. However, the 1965 graduates from public high schools in Arkansas totaled 24,857, an increase of 2,436 compared with May 1964, and it was soon evident that most of these graduates were seeking summer employment. Added to these, the college students on summer vacation swelled local office applicant totals to record highs. A special tabulation required by the President's Youth Opportunity Campaign revealed that over 60,000 youth visited local offices in Arkansas during the period May through August 1965.

Applicant characteristics such as age, educational background, and work history varied greatly. Even though complete reports are not yet available, approximately 8,000 of the 1965 high school graduates registered with local offices and were seeking permanent jobs. It was impossible to determine the number of school dropouts registered at the beginning of the summer. However, during the 1963–64 school year, a total of 566 dropouts were registered from some 200 high schools with ES dropout registration agreements. This represented a 25-percent increase over the number registered the previous year. A

Marvin R. Taylor is Youth Services Specialist, Arkansas Employment Security Division.

marked increase in the registration of dropouts from high schools other than those with cooperative ES programs was also noted, perhaps due to Job Corps and NYC opportunities for these youth.

The local offices were already concerned about their regular youth placement programs. As previously stated, they expected a sizable increase in youth applicants but had not imagined the tremendous influx that occurred. Of primary concern was the question of how the necessary job openings would be secured. With assistance from the State office, each local office had projected local campaigns, some cosponsored by civic organizations, to encourage the listing with the offices of all available job openings for youth. The President's Youth Opportunity Campaign greatly strengthened these local efforts and the results were recognized in the form of more job openings for youth registered with local offices than ever before. Community officials were enthusiastic that a nationwide campaign, as well as the local campaigns, was being conducted and actively supported the efforts being made in Arkansas. Many government agencies participated by placing job orders for youth with local Employment Service offices, some for the first time, and youth who were "over-qualified" for NYC projects but needed work and experience, were placed.

For the period May through August (1965), a total of 15,547 "under 22" nonagricultural placements were accomplished by local offices of the Arkansas Employment Security Division. The 1,438 additional placements represented an increase of 10.2 percent compared with the same period in 1964. The table below lists the occupational classifications of the placements.

The record placement of youth accomplished by the local offices during the summer months is an outstanding feat in its own right. However, as it will be further revealed, all this was in addition to Job Corps and Neighborhood Youth Corps activities and the resulting totals seem almost fantastic. During the same 4-month period, May through August 1965, NYC placements accomplished by Employment Service local offices in Arkansas totaled 18,091. These NYC projects involved some 25 sponsors and over 450 "user-agents." NYC programs were in operation in every one of the 75 counties in the State and it was necessary for local office staff members to visit the projects to screen enrollees. In the limited time allowed for preparation, temporary and emergency personnel were recruited, hired and trained by local office managers. The managers had received training in NYC operations at a special meeting in the State office in late May. At the peak periods of NYC activity during the summer months, as many as 100 temporary employees were working in local offices throughout the State and assigned to NYC responsibilities. (For more details see page 13 in the November 1965 issue of the EMPLOYMENT SERVICE REVIEW.)

With every local office staff already hard pressed to meet the tremendous workloads involved, Job Corps activities also increased measurably. A total of 523 enrollees were assigned to Training Centers by the National Job Corps Office during the period May through August, and local offices were required to contact these enrollees to effect, in many cases, immediate shipment. In response to urgent "orders" placed by the Job Corps National Office, 877 screening interviews were conducted by local offices in Arkansas during this same 4-month period. In all, 813 physical examinations were arranged as a result of these interviews and 636 portfolios on "eligible" applicants were forwarded to the Job Corps by the local ES offices.

The Arkansas Employment Security Division experienced a 1965 summer program of service to youth of almost unbelievable proportions. From May through August over 60,000 youth visited local Employment Service offices for assistance. Of these, 46,473 were registered as "new applications." Placements of "under 22" youth for the period totaled 15,547 on nonfarm jobs, 42,928 in agriculture, with an additional 18,091 Neighborhood Youth Corps placements. In addition, 523 male enrollees were assigned to Job Corps Training Centers.

Occupational classification	Number of placements	Percent of total
Total	15,547	100.0
Professional and managerial	86	.6
Clerical and sales	2,333	15.0
Service	4,678	30.1
Skilled	704	4.5
Semiskilled	2,911	18.7
Unskilled	4,835	31.1

Tarheel Appalachia

(*Continued from page 37*)

championship golf course and club house.

In addition, the area's only manufacturing firm plans to expand and will eventually increase employment from 160 to 260 people.

Results of the most recent Appalachian surveys, in Macon and Avery counties, have just been published, and local officials are using the information in discussions with two prospective industries.

The success of the Smaller Communities program requires local energy and enthusiasm. The importance of sponsorship of the Smaller Communities program by community leaders cannot be minimized. It is crucial. In each area the team members sensed the development of a closer working relationship and a wholesome spirit of civic-mindedness, not only within the leadership of the county, but among its workers, merchants, and townspeople. We believe this attitude is continuing, months after the team's departure.

September Job Openings High

Nonfarm placements by local offices of the Employment Service system rose 6.9 percent from August and 0.9 percent from September 1964 to 644,400 in September 1965, topping year-ago levels for the eighth consecutive month. They made nearly 4.9 million placements from January through September, 2.3 percent more than in the corresponding months of 1964. After surpassing year-earlier performance in each month since November 1964, placements of youth under age 22 were again higher this September than last, rising 6.6 percent to 181,600. The gain of about 11,000 more than compensated for the over-the-year drop in placements of adults. An even greater over-the-year gain occurred among male youth—7.9 percent.

Some 30 States reported over-the-year placement gains. The largest were 2,900, or 15.4 percent, in Illinois, and 1,700, or 6.8 percent, in Pennsylvania. In contrast, California reported a 3,600, or 5.6 percent, over-the-year placement decline, largely in trade and services.

September's placement increase was achieved despite a continued tightening in the labor supply situation in a number of areas and skills. Local offices received 881,700 job openings in September, the highest for any month since September 1952, despite a continuing decline in employer visits to promote job orders. Unfilled job openings rose 2.9 percent over the month to 366,500 at the end of September, 36 percent above the same month in 1964 and the highest for any month since September 1952. Many unfilled openings, particularly those of a more highly skilled nature, were not converted into placements because of a lack of qualified applicants. A number of program steps are being taken designed to reduce the high volume of openings remaining unfilled for substantial periods.

Placements by Occupation and Industry

All occupational and industry groups except skilled and Government recorded placement gains from August. Increases exceeded seasonal expectations in the professional and unskilled occupational groups (14 and 13.3 percent) and in the manufacturing and public utilities industry divisions (5.9 and 10 percent).

Local offices made more placements this September than the year before in most occupational and industry groups. At 25,600, the 9.4 percent gain over September 1964 in professional placements was relatively the largest among occupations. Largest relative increases among the industry divisions were 24.6 percent to 26,400 placements in Government and 12.4 percent to 82,300 September placements in durable goods manufacturing. As in the preceding months of 1965, most of the year-to-year rise in durable goods was concentrated in the electrical machinery and automobile manufacturing industries.

Placements Gain in Major SMSA's

In the 56 largest Standard Metropolitan Statistical Areas, nonfarm placements in September totaled 306,200, up 11.1 percent from the preceding month (almost double the gain nationally) and 2.8 percent from the year before (more than triple the national gain). The largest over-the-year increase among occupations was 15.2 percent in the unskilled group, more than double the national gain in this occupation. Among industry divisions, the 56 percent rise

Nonfarm Placements in the United States [1] and in 56 Largest Metropolitan Areas by Occupation and Industry, September 1965

Occupation and industry	Placements				Percent distribution	
	United States		56 areas			
	Total	Percent change from year ago	Total	Percent change from year ago	Total United States	56 areas
Total [2]	644,400	+0.9	306,200	+2.8	100.0	100.0
By occupation:						
Prof. and managerial	25,600	+9.4	18,500	+6.1	4.0	6.0
Clerical and sales	89,500	+0.6	45,600	+2.3	13.9	14.9
Service	185,600	−5.4	100,100	−2.6	28.8	32.7
Skilled	28,300	−6.5	13,600	−4.1	4.4	4.4
Semiskilled	91,700	+3.2	36,800	−6.1	14.2	12.0
Unskilled and other	223,700	+6.1	91,600	+15.2	34.7	29.9
By industry:						
Construction	45,000	−6.9	13,900	−2.7	7.0	4.5
Manufacturing	167,700	+7.9	71,900	+7.3	26.0	23.5
Durable goods	82,300	+12.4	39,500	+9.3	12.8	12.9
Nondurable goods	85,400	+4.0	32,400	+5.1	13.3	10.6
Transportation and other public utilities	26,300	+8.1	11,100	+16.9	4.1	3.6
Trade	142,800	−1.0	68,200	+0.4	22.2	22.3
Service	221,300	−4.3	123,200	+2.2	34.3	40.2
Nonhousehold	107,000	−0.4	59,200	+1.2	16.6	19.3
Household	114,200	−7.7	64,000	−5.2	17.7	20.9
Government	26,400	+24.6	10,100	+56.1	4.1	3.3
Other	14,900	+6.4	7,600	+18.9	2.3	2.5

[1] Includes Puerto Rico, Guam, and the Virgin Islands.
[2] Items may not add to total due to rounding.

Source: U.S. Employment Service, based on data from affiliated State Employment Services.

in placements in Government was the largest over-the-year gain and more than twice the national increase in Government placements.

New Applications Rise Over Year

New applications for work filed in local offices in September totaled 856,800, about a seasonal 3 percent decline from the preceding month, but a shade (0.3 percent) above the year-earlier level. Youth applications, at 297,000, dropped as usual over the month—5 percent, but were 8 percent more than in September 1964. The increase in young new entrants to the job market over the year-ago level and greater emphasis on services to youth contributed to the rising numbers of young people registering with the Employment Service.

Counseling and Testing

In September, 90,100 individuals were initially counseled and 156,400 counseling interviews were held, both the highest ever recorded for the month. First counseling interviews rose 2.6 percent from August, although the number of new applicants declined. Total counseling interviews, however, decreased 1.3 percent over the month. Over the year, the number initially counseled and the number of interviews given increased by 4.8 and 6.9 percent, while the number of new applicants rose only fractionally—0.3 percent. Because of their special needs, one of every six youth applicants was counseled in September, compared with 1 of 13 adult registrants. ES offices gave some 15,200 MDTA trainees their first counseling interviews in September. These trainees represented one out of every six initial counselees handled by offices that month.

Aptitude and performance tests were administered to 215,200 individuals in September, up 8.7 percent from the preceding month, and 7 percent more than a year earlier. Some 22,000 tests were given to prospective MDTA trainees, who represented 1 out of every 10 individuals tested in Employment Service offices in September.

YOC Services

New applicants served by youth opportunity centers since first reports were received in February 1965 through August 1965 numbered 224,900. Some 57,900 of these were given initial counseling interviews, and 47,100 placements were made during the period. In August, the most recent month for which data are available, 45,700 new applications were filed; 14,200 individuals were initially counseled; and 15,900 placements (mostly nonfarm) were made. Nonfarm placements were mainly clerical, service, and unskilled occupations in Government, services, trade, and manufacturing industries. In addition, 7,700 youths were referred to Neighborhood Youth Corps projects during August; 1,100 to the Job Corps; and 2,400 to MDTA training. Of the 45,700 new applicants in YOC offices in August, 86 percent were unemployed and 54 percent had not completed high school.

Farm Placements Continue Down

Farm placements in September totaled 507,100, a decline of 40.6 percent from a year ago. The downtrend over the past several years reflects the increased pace of mechanization and improved cultivation methods on the Nation's farms. Some 93,200 of the September total were placements of youth under age 22.

Local Office Staffs

On July 31, 1965, about half the 2,023 full-time offices of the Bureau of Employment Security were staffed by 10 or fewer persons. Of the remaining local offices, 867 (42.9 percent) were in the 11 to 50 size group, 116 offices (5.7 percent) were in the 51 to 100 size group, and 17 offices (0.8 percent) were in the over 100 size group. The last group of offices was concentrated in just a few States—New York, 7; Illinois, 4; Missouri, 2; and 1 each in Kentucky, Maryland, Washington, and Wisconsin. These proportions were little changed from the size distribution of the 1,949 full-time offices reported in the last count made a year ago.

Seeking Our Opportunities

(*Continued from page 2*)

We must achieve a truly national network of cooperating offices working to achieve common goals. It is right and healthy to reexamine our programs, our concepts, and our procedures and remain flexible and alert to the need for change. We must work in new ways to reach and develop the demand side of the employment picture just as we have developed new ways to reach and develop the employability of the supply side.

This will require an intensive analysis of our present employer relations program, of the kinds of information we collect and record, and the uses to which we put the information in our operations. We must be sure that our efforts are directed toward keeping employers informed of current job market conditions and the ways in which future needs can be met. By serving employers well, we best serve those applicants who most need our help.

Training in Western Europe

Retraining the unemployed should be part of a *permanent* national manpower policy in periods of full as well as of slack employment, according to a report—"Retraining and Labor Market Adjustment in Western Europe"—released recently by the Department of Labor.

The study was prepared under contract with the Department's Office of Manpower, Automation and Training, by Dr. Margaret Gordon, Associate Director, Institute of Industrial Relations, University of California. It covers comparative facts and figures on training efforts in seven industrialized countries—Belgium, France, Italy, the Netherlands, Sweden, the United Kingdom, and West Germany.

The author recommends that the United States consider a "permanent" national retraining program and suggests that greater training allowances be provided under the Manpower Development and Training Act.

The report was made possible under authority of the Manpower Development and Training Act to sponsor and publish research seeking solutions to the employment problems of American workers, and by funds provided by the Institute of Industrial Relations of the University of California, and the Ford Foundation.

The 226-page document may be purchased from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C., 20402, at $1.75 per copy.

More Occupational Research

Your invitation to submit comments and suggestions on Manager Hill's letter prompts the following observations:

(1) I strongly endorse Manager Hill's suggestions under both "Gap 1" and "Gap 2" items in his article. I believe this feeling is shared by a great many desk-level operators, even though many may not take the time to write you and say so.

(2) I fully recognize the terriffic problems involved in developing comprehensive outlook information in this era of rapid changes. However, the identical factors that make the problem formidable also make it utterly essential that it be managed if we are adequately to carry out our responsibilities to counselees.

We are told that Government and industry combined have been spending around $15 billion annually on research and development. No one today can foresee all the effects this will have in the future, particularly on the ways people will earn their living.

While the Nation is spending vast amounts on research that has great impact on occupational outlooks, how much should we be spending to "research the research" in an effort to keep our counselors, their counselees, and school vocational guidance people, abreast, as far as possible, of the nature and possible extent of changes that are in the making?

W. A. NICHOLAS
Northwest Area Field Supervisor
P.O. Box 1748
Seattle, Wash.

* * *

Emphasize Employer Relations

It is becoming increasingly clear that Employer Relations does not occupy the position it merits in the overall Employment Service structure. Employer Relations has always been an assumed or implied activity. We have witnessed the growth and various emphases of Testing, Counseling, Service to Youth, Older Workers, Handicapped, ARA, MDTA, Youth Centers, and more recently the Poverty Program, etc. We have seen these things budgeted, staffed, and implemented. But none of these functions can be successful, valid though they may be, unless we have employer acceptance.

During the time of growth of these new activities, we have limped along with an archaic Employer Relations effort. It is budgeted in an antiquated fashion and does not receive the emphasis it merits on the basis of the logical role it is expected to play. For example, at the national level, only a small token staff is allocated. At the State level there may be an "Employer Relations" man—many States do not have one! In the local office, there are one or two staff members whose function it is to contact employers, but they are frequently kept in the office to handle other matters. The whole function lacks drive which is appalling to contemplate in view of the fact that good employer relations are needed to make all other functions work. This is the basic effort that is supposed to bring our services to market.

Other functions are constantly being emphasized—why not Employer Relations? I submit that until an employer gives us the opportunity to serve, we can do nothing. Too many employers are not giving us the opportunity so we're all dressed up with our various techniques and services, but we have no place to go.

There is no reason why an adequate in number staff of well selected individuals should not be established at the national level. Similar staffing of at least a half dozen staff members at the State level should be encouraged—budgeted for—insisted upon. There is no reason why these people are not booked solid with speaking engagements and appointments to meet with top level employers, employer associations, community interests across the board. A continuing flow of information should be going to employers. We should keep them constantly informed of what we are doing, why, and how it benefits them. Our program can be sold on its merits—but apparently it hasn't been.

An Employer Relations staff at the national level should be in constant contact with the U.S. Chamber of Commerce and other groups. At the State level, their counterparts should be engaged in similar actions—all in support of local efforts. Until this is done, all of our services, techniques, programs are meaningless. We must have a market that accepts us. We'll have it only when we make a better effort to get it.

WILLIAM R. SCHAFFSTALL
Chief
Placement Services Division
Pennsylvania State Employment Service

The editor welcomes letters from readers for this department. Comments on published articles, requests for additional information, inquiries about the program or operations of the Employment Service and evaluation of its accomplishments, or suggestions for future articles might be appropriate subjects. We hope that there will be a steady stream of letters to the editor.

Coming in February . . .

PITTSBURGH'S EXPERIMENT WITH NEW JOB CLASSIFICATION STRUCTURE

MANPOWER TRENDS

EMPLOYMENT AN OCTOBER RECORD

Total employment (including self-employed persons, domestic, and unpaid family workers) rose 750,000 from September--574,000 in nonagricultural industries, 176,000 in agriculture--to an alltime high for October of 73.2 million. Among nonfarm workers, part-time work for economic reasons was the lowest in 10 years. Over the year, farm employment continued its long-term trend by declining 172,000, while nonfarm jobs advanced by 2.2 million. The net pickup of 2.1 million jobs from October 1964 included 900,000 for teenagers, 800,000 for women, and 350,000 for men. Job gains among adults were reflected in sharp declines in their level and rate of unemployment, while for teenagers, the year-to-year growth in jobs was one of the largest on record and enough to absorb a record labor force expansion.

UNEMPLOYMENT DECLINES TO 8-YEAR LOW

Unemployment fell by over 100,000 in October--the seasonal low month for joblessness--to 2.8 million, the lowest in 8 years. Among the unemployed were 1.0 million men, 1.0 million women, and 800,000 teenagers. About a fifth of the jobless were nonwhites. Nearly a fifth of the women and about half the teenagers were seeking part-time work. Long-term unemployment (15 weeks or more), at 600,000, was the lowest for October since 1957. All of the 500,000 reduction in unemployment from October 1964 was among adults, mainly men; the number of unemployed teenagers was not significantly changed over the year.

The Nation's jobless rate moved down from 4.4 percent in September to 4.3 percent (seasonally adjusted), nearly 1 percentage point below the 5.2 percent rate of October 1964. Unemployment rates for most major groups dropped significantly over the year, with sharpest improvement occurring among adult men--below 3 percent in October for the first time in 12 years. Joblessness among married men was down to 2.1 percent. For adult women, the rate fell from 5.1 percent last October to 4.2 percent in September and October of this year, whereas the teenage rate declined from 14.3 percent in October 1964 to 13.1 percent this October.

INSURED UNEMPLOYMENT RATE LOWEST IN 12 YEARS

State insured unemployment, as usual, showed little change between mid-September and mid-October, moving down by less than 20,000 to 925,000. The seasonally adjusted rate of insured unemployment edged down to 2.8 percent, the lowest since August 1953.

BIG RISE IN NONFARM PAYROLL EMPLOYMENT OVER YEAR

Nonfarm payroll employment increased by 200,000 from September to 61.8 million in October. Allowing for seasonal changes, the job picture improved in all major industries except transportation and public utilities. The gain of 2.7 million in nonfarm wage and salary employment was the largest October-to-October rise since 1955, when the economy was recovering from a recession. Manufacturing jobs advanced by more than a million, trade by 520,000, State and local government by 430,000, miscellaneous services by 340,000, transportation and public utilities by 110,000, and construction by about 100,000.

MORE JOBS IN FACTORIES THIS OCTOBER

Between October 1964 and October 1965, factory employment rose about 800,000, after adjusting for the auto strike in the fall of 1964 involving at least 250,000 jobs, which exaggerated the over-the-year gain in manufacturing.

Most of the year-to-year gain occurred in the durable goods sector and among production workers. In addition to an estimated increase of somewhat more than 100,000 in transportation equipment, other large gains were 150,000 in electrical equipment, 120,000 in machinery, 115,000 in fabricated metal products, and 60,000 in apparel.

9-YEAR HIGH IN AREAS OF LOW UNEMPLOYMENT

Continuing high activity in the Nation's economy and the generally favorable job situation were reflected in the November classification of 150 major areas regularly surveyed by the U.S. Employment Service and affiliated State agencies. Low or moderate unemployment conditions prevailed in 131 areas, compared with 120 in November 1964. Baton Rouge, La.; Akron, Ohio; York, Pa.; and Milwaukee, Wis., were shifted from moderate to low unemployment, bringing the total in this group to 50--the highest number since 1956. Major areas with substantial unemployment ratings dropped to 19 from 30 last November.

OCTOBER JOB OPENINGS HIGHEST SINCE 1952

A tightening of the labor supply situation in many local job markets has been accompanied by a 5.5 percent rise in placements made by Employment Service offices this October over last and a 2.6 percent increase from January through October 1965 over the same 1964 period. Further evidence of the growing demand for workers is the 8.7 percent gain in job openings received in local offices to a total of 815,500--highest for October since 1952--as well as the 37.6 percent increase in unfilled job openings listed this October, the highest level for the month since 1947. Also, local workers are unavailable for 31,000 job openings and are being sought through the interarea recruitment system of public employment offices, up sharply from 19,500 listed in October 1964. At the same time, interarea placements totaled 20,000, 40.4 percent more than in October a year ago.

Retraining Adults in Sweden*

ROBERT E. BELDING

Bertil may not actually exist, but it will suit the purposes of this paper to follow him, a "typical" Swedish adult, through a crucial period of his life. Bertil is 33 years old and lives in Göteborg, near the factory where he is employed as a skilled operator in a textile industry. The firm produces fabricated products, and he has been with it, and on his machine, since he was 18 years old. Yet today he is numbered among the "unemployed," for in Sweden those who are about to lose their jobs because of industrial change are labeled unemployed as soon as it is known they will be redundant.

As soon as his Göteborg employer knew that Bertil was to be laid off, he started the machinery for retraining this loyal and valuable worker. The union to which Bertil belonged was informed, and he was tested, first as a member of a group and then as an individual, for his capacity to retrain. Shortly thereafter, the itinerant agent for the Municipal Labor Exchange was notified that a block of mature workers was to become superfluous, and through his local Exchange, the County Board was informed. In turn, the National Labor Market Board was notified, and it started direct negotiations with the firm itself, advising the company of the Board's responsibility for retraining.

About the time that Bertil was notified of his status of unemployment, the National Labor Market Board alerted the Board of Vocational Education that certain retraining courses would be necessary in the city of Göteborg. The Board, in turn, contacted its own so-called "Course Boards" to arrange for courses within comfortable distance of the Göteborg factory.

Like any normal worker, Bertil was disturbed that his job was being taken out from under him by a young and inexperienced machine. Yet, he was confident that the personal machinery for reemployment was already in action. Above all, he was confident that his union would endeavor to keep him in suitable employment.

As soon as Bertil was actually laid off, he would start an 8-month course which would retrain him for work in the local ball bearing factory. During that period, he would receive local and government grants that would help him to continue to support his family.

Grants from the government alone would include a basic allowance of at least 410 kroner ($80) per month, plus a rent stipend geared to what he had been paying. His family allowance would amount to about $10 for each dependent, and a special fund would cover any textbooks, notebooks, slide rules or pencils, and even working clothes essential to the retraining process. Although a means test would be applied in his case, he could count on a minimum of $40 a month in financial assistance during the gap between jobs, regardless of whether he was being retrained during this period.

Some aspects of this brief report contain constructive ideas for us to ponder, especially in the light of our

Dr. Robert E. Belding is Professor of Comparative Education at the State University of Iowa.

The pictures in this article show some of the jobs in Sweden for which adult workers are being retrained.

Steelworker.

Glassmaker.

**Scandinavians are well known for their cooperative enterprises. This paper reflects a sizable amount of such cooperation, and the author wishes to acknowledge the assistance he received from Sweden in preparing this report. It results from two professional visits to Scandinavian countries, plus published materials from Sweden's Labor Market Board and its Board of Vocational Education. Personal correspondence from Per Lindman of the Industrial Training Council has also been most helpful.*

own efforts to retrain individuals made redundant by automation.

For example, note the early awakening to Bertil's plight and the effort to get retraining off the ground even before he is really out of work. And behind the scenes there is cooperation on the part of both management and union to solve the problem without the government's involvement. Despite the advertised advantages of socialism in Sweden, both management and labor would rather apply the cooperative principle locally than turn their problem over to the government.

There is an impression built into Bertil's plight that the factory is not ruthlessly casting aside a loyal employee, but that some personal concern is applied in his direction. The shock of streamlining the industry with depersonalized machines is somewhat reduced by guarantees that Bertil and his family will not starve or lose their home. All in all, the process of retraining would seem to be a cooperative activity of industry, union, and government to smooth the transition of a person to his new job.

Marble polisher.

Photos courtesy American-Swedish News Exchange, Inc.

Vocational Adult Education

By no means is the entire effort of adult education focused on cases similar to Bertil's. Historically, the first such courses were for apprenticeship adults who were beyond the age group handled by public schooling. To this day, there are not too many individuals involved in a type of course which does not relate to some previous employment experience.

Then, there are the advanced training courses for those who wish to progress within their own vocation. Both the beginner and advanced course offerings are somewhat irrelevant to this paper, but are mentioned here only to show where Bertil's type of retraining fits the total pattern.

Since 1958, when Sweden felt its first pangs of decline in industrial production, the country has been fully involved in the problem of retraining skilled and semiskilled workers to mesh with new industrial demands. Redundancy such as Bertil's fits a newly created category called "retraining courses." Main areas of unemployment in recent years have been in the key industries of agriculture and forestry, so most of the retraining effort has been focused on these rural occupations.

In the main, these are seasonal unemployment situations, so short courses have been arranged to fill the jobless periods, and so farmers and foresters can complement each other's ranks. About 300 farmers annually are involved in courses running from 3 to 6 weeks. Since 1960, the number of foresters involved in such interim courses has been reduced from 2,000 to about 400. Building construction workers comprise an additional short-term type of unemployment category which is of concern to the unions, the employers, and several levels of government.

Where Courses Are Held

The governmental boards involved in this retraining are responsible for implementing courses economically. To keep costs realistic, they insist on utilizing buildings and equipment already in existence. They turn to firms which have slowed production since the recession and have available the machines and personnel for retraining. Often, abandoned factories are utilized in a continuous series of retraining courses. At any rate, the use of these built-in schools and teachers, along with anticipation of those to be unemployed, leaves the impression that there is constant coordination and cooperation between private enterprise and the government as well as between levels of operation within the government.

Some Problems of Morale

As more adults have been displaced, the problem of geographic dislocation has been aggravated. Inducements such as government payment of rent differentials and the costs of travel have apparently done little to encourage people who have lived in a community all their lives to move to parts unknown. In addition to stipends for travel and housing, each County Labor Board arranges for housing both for retraining course participants and for permanent moves from one job to another. Special hostels for such occupationally relocated individuals have sometimes been provided through the county facilities.

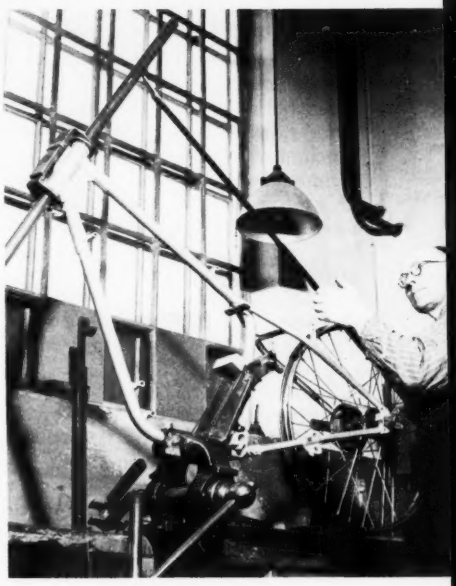
A second facet of retraining which affects individual morale is that of keeping the employee busy by minimizing the gap between his leaving work and retraining courses, and between the courses and the new employment. Course planning must be adaptable in several directions to fit the needs of the varying situations.

Table 1.—Adult Retraining Courses, Actual and Planned (1961)[1]

Occupation	Number of courses offered	Number of courses anticipated [2]
Total	613	276
Ore mining—drilling	1	1
Metal industries (from car electricians through 23 occupations involing ships, plating, car and bicycle manufacturing, appliances)	459	152
Technical (mainly in surveying and geotechnical areas)	24	22
Wood products, paper and printing	35	6
Textiles	6	5
Construction	15	2
Shipping and road transport	4	1
Hotels, restaurants	7	22
Hospitals and nursing	9	15
Housekeeping	4	3
Miscellaneous	49	47

[1] Adapted and condensed from pp. 10–11, *Information Memorandum on Vocational Training of Unemployed Persons, etc.*, National Labor Market Board (Sweden), 1962.

[2] This column reflects to some extent the degree of concern for those about to be laid off. During the academic year 1961–62, 20,000 were retrained under this plan, and it was expected that approximately 1 percent of the entire labor force will continue to be involved in some sort of retraining.



Motorcycle maker.

Perhaps a retraining course has been under way for 6 weeks when a new entrant shows up as a result of a recent layoff. Sending the man with his family to another training center is one possible solution. The County Course Boards face the persistent dilemma of economically meshing each individual to a complex of constantly starting courses.

Bertil's own retraining situation may serve as an example of one added dimension to the course-offering plan. His particular course would last 1 year, but certain individuals in it needed only portions of the course. Thus, it was planned so that sequences of 18, 24, or 36 weeks could be followed by those who were found an appropriate niche before the course was finished. Such personal adjustments would appear to be relatively easy in classes that consist of between 8 and 16 students.

Some Statistics, Financial and Otherwise

Although about 20,000 adults have been involved yearly in retraining, the firms themselves have not been doing all this work. Established vocational schools at the secondary level have taken their share of responsibility, and considerable opportunity is provided for individual retraining, often through the famous network of correspondence study. Development of retraining has been slow, and the cost has been shifted only gradually from original apprenticeship schooling to adult retraining. During the academic year 1960–61, for example, only 19 firms were involved with adult trainees. At the same time that individuals have been receiving family travel, rent, and special grants from the State for their retraining, the firms themselves have been receiving money from the same Federal source for the retraining of employees. A portion of the $15 million spent each year in retraining the 20-000 adults goes directly to factories.

Of those in unemployment courses in May 1962, 16 percent were under 18 years of age, about 20 percent were between age 22 and 34, and about 19 percent were between 35 and 44. The remaining 15 percent were 45 or older. Thus Bertil, at 33, fitted into the most populous group of retrainees.

Table 2.—Current Occupations and Apparent Trends Among Sample Retrained Adults

Type of present occupation	Percent in it (1959)	Trend (1960)
In work for which trained	67	Percent increasing.
In allied occupation	6	Percent generally declining.
In different occupation	11	Percent possibly increasing.
Seeking employment	5	No prediction.
Undergoing vocational rehabilitation	2	No prediction.
Not seeking employment (national service, illness, etc.).	9	Probably static.

Followup of Adults in Training

The County Labor Boards have recently made a study of the kind of work a sample 2,589 retrained adults have been doing. These workers had been retrained within 4 years of the study (see table 2).

Communication at the Top

Before concluding this paper, there will be a brief explanation of the complexities of the horizontal command within the top administrative echelons of reemployment.

Several national groups are responsible for retraining workers in Sweden. Bertil's unemployment had been signaled locally and passed through municipal and county groups to the national government. The National Labor Market Board had been first in Stockholm to know of the textile unemployment dilemma in Bertil's town. That Board is responsible for all retraining, regardless of whether industry is involved. Thus, it is constantly in touch, not only with private enterprise and regional and local authorities, but also with the training work of trade unions.

Cogs of cooperation mesh at the national level as the Labor Board requests the Board of Vocational Education to supply courses appropriate to the needy factory and community. So the Vocational Education facility is an implementing body which acts on Labor Market requests. This vocational group comprises representatives of industrial and educational training; it devises curricula, supplies teachers and equipment, and administers courses in the most economical way.

Possible evidence that there might be gaps in the complete cooperation of these established Boards springs from the more recent appointment by the King of a Coordinating Body for the Labor Market and Vocational Boards, advising both on the aims and scope of adult education. It is cochaired by the head of each of the Boards.

Lest the government hold total control over retraining, a private group, called the Industrial Training Council watches over the work of the three government councils and assures that the type of retraining meets standards set by both industry and unions. Representatives of the Swedish Employers' Federation, as well as conferees from the Swedish Trade Unions, serve on this council.

Human Resource Planning

(*Continued from page 17*)

duction. The way in which people are utilized in industry in the broadest sense cannot be divorced from the total problem. Among the elements to be studied are those of patterns of organization, executive leadership and control, command-response factors, communications, job assignment, audit, development, compensation, and many others. The goal of effectiveness of human resources cannot be attained without increasing understanding of the whole process by which an individual workman contributes to national well-being, as well as to his own.

Enough has been premised to indicate that the person who chooses a professional career in human resource planning has taken on a demanding assignment. Since the grand strategy of our country makes it necessary that an increasing number of persons enter this field, we cannot avoid providing the means by which these persons attain the capacity to contribute to the solution of our many problems. We must create a new profession. It must become a *learned* profession like law or medicine. The demands and responsibilities are great, not to a client or patient alone, but to a great nation. Perhaps, in closing, I should explain what I mean by a profession and by a learned profession. I have tested these qualifications over many years and am convinced of their validity.

What Is A Profession?

A profession is man-centered in two ways: (1) a profession demands practitioners who are free and responsible individuals and who through their personal integrity, dedication, and courage, can be depended upon to establish and maintain their personal standards of performance; (2) a profession, no matter how technical the procedures it employs, demands that its practitioners be primarily motivated by service to their fellow men.

A learned profession is a still more demanding occupation. Two further ingredients are required: (1) a learned profession requires years of preparation of the whole man and of his knowledge and skills; (2) a learned profession requires the learning approach throughout life, as a means of fulfilling one's responsibility to one's fellow men, through the ready application of new knowledge.

I feel that all of us in the job of helping our fellow citizens and our country in the best possible development and use of our human resources *are* in a great profession. This will be our contribution to the grand strategy of human resource planning for the critical decades ahead

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Group Training

(*Continued from page 18*)

in the first study, three 3-hour sessions were scheduled a week apart.

Selected trainees had to have been unemployed for at least 2 months prior to the beginning of the course. A total of 125 individuals, aged 16 to 65, attended the sessions; 40 percent were 45 or older. Their educational backgrounds varied from less than 8 years of schooling to some college. Occupational levels covered the range from unskilled to semiprofessional.

Course content was identical to that developed in the earlier study. Counselors assisted the interviewer group leaders by providing individual counseling for the trainees.

As in the previous study, followup was conducted by the local office for a period of 1 month and was completed by the counseling section of the State administrative office. Eighty-five persons responded to the followup questionnaire. Of this number, 53 percent indicated that they had found work within 13 weeks after training: the average time required was 4.1 weeks.

Results in each study were sufficient to indicate that group training in job finding appreciably reduced the length of unemployment and warranted continued use as an integral part of the total Employment Service program.

Radio Job Clinic

(*Continued from page 9*)

Youth Opportunity Center. Spot radio announcements would promote the program for 1 week.

On a Monday morning the WOW Job Clinic went into action. When the staff arrived at the YOC, a phone call was waiting from "our girl" at the station. She had several orders. Not only did she receive job orders for the applicants interviewed, but several other employers called to say they would hire summer workers. One employer, on his way to open his grocery store in the early morning hours, phoned the station to place an order for a young man to help in the store's bakery department for the summer.

A dentist lounging in his backyard enjoying his transistor radio heard an interview with a young girl who wanted a job as a dental assistant. She had some experience in this work, having been employed a few hours each day after school. He called the station immediately and requested to see her in his office the next day. She was hired and from all accounts still has the job.

A young seminary student, home on vacation for the summer, was about to accept the first offer that was phoned in—washing walls—when an offer of an office job came in. He appraised the situation and took the latter offer.

One girl who obtained a permanent job in a real estate office wrote a thank-you letter to the YOC for the opportunity she received from the YOC for work which she liked.

There were also a few sociological sidelights to the interviews. We noted the youngsters from the "better" addresses in the city appeared more confident and at ease than those from poorer areas. In fact, they nearly "chomped at the bit" to be scheduled. Those from disadvantaged areas appeared frightened at the prospect of a radio interview. However, after their interviews on the air, they appeared to gain quite a bit of confidence.

The Job Clinic produced orders, but it also produced another wave of applicants. The YOC received calls and visits from jobseekers asking if they might be interviewed on radio. Of course, not all could be accommodated. Next year the Job Clinic will be heard again; we hope it may become an annual affair.

A Radiothon Works

(*Continued from page 10*)

kept busy talking with the 41 new applicants who came in and in conducting 22 renewal interviews given that evening.

The wives of the manager and counseling supervisors kept coffee flowing to all. Cookies were at hand for those who had time to eat.

Telephone lines at both the YOC and the local office were manned by experienced order takers to insure an even, efficient handling of the calls. All local offices in the station's listening area had been alerted, and their locations were mentioned frequently during the show.

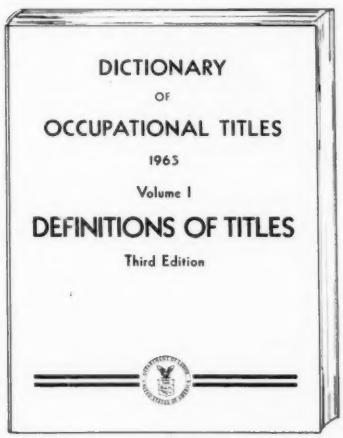
Of special interest was the caliber of jobs being received. Not one baby sitter was requested, and only two yard workers. The openings were good, substantial offerings, many with advancement possibilities. They ranged from waitress and fry cooks to construction workers, motor cleaners, tractor drivers, and entry mechanics. A music school needed a drum instructor, another employer was looking for a college girl majoring in accounting. Impressive was the number of employers who said that their full-time summer jobs could carry into the school year on a part-time basis.

The great success of such wide exposure was largely due to the adept handling of the air time. Never once did it approach the deadly, the dull, or the monotonous. The hosts kept the entire evening lively, packed with interesting information, and yet never lost a chance to hit hard with their appeal to the employer. Their approach was personal yet factual, their presentation humorous yet sincere. Finally, with some voices gone and note writing resorted too, it was decided to close the program at midnight.

The result was 120 job openings—50 percent of the goal to be sure, but at that, a job every TWO minutes with 120 young people at work who otherwise might have looked in vain. No price tag can be put on the constant, wide exposure and community cooperation which will continue to produce results for some time to come.

Directory of Important Labor Areas Issued

Boundaries of 1,122 areas which have been classified from July 1951 through June 1965 by the Bureau of Employment Security are defined in its fifth edition of the *Directory of Important Labor Areas*, recently released. Among these are the current geographical definitions of the 150 major areas regularly surveyed and classified according to adequacy of labor supply by the U.S. Employment Service and its affiliated State Employment Services. Widely used by Federal, State, and local officials in connection with the administration of the various Federal assistance programs relating to procurement preference, redevelopment area assistance, Public Works, and Small Business loans, the Directory is also of interest to business establishments seeking contracts in areas of substantial unemployment. Changes or additions to the Directory are issued monthly in the publication "Area Trends in Employment and Unemployment." Both publications are available upon request to the Branch of Area Labor Reports, U.S. Employment Service, U.S. Department of Labor, Washington, D.C., 20210.



Available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C., 20402. $5.

Connecticut Aids for the High School Jobseeker

Connecticut's Job Guide, "Up-to-Date Job News for High School Graduates," a 1-page sheet giving samples of permanent and summer jobs available in a variety of Connecticut cities, is performing a real service for youth. Each local office prepares its own Job Guide which contains, in addition to an open letter to the students, the name of the local office manager and the address and telephone of the local office and a listing of sample permanent and summer jobs available. The job listing describes openings for boys and girls, the opportunities which are available in the area, and the average entry wage rates.

Employment Status of CAUSE Trainees

Project CAUSE headquarters has recently reported on the employment status of the 1,724 persons who received certificates of completion of CAUSE I training in 1964. As of October 1, 1965, 85 percent held full-time jobs, mainly in State agencies; 4 percent were full-time students; 11 percent were unemployed. Half of the fewer than 150 CAUSE I trainees who were unemployed had refused ES job offers or failed civil service examinations for appointment to ES jobs. The other half had spouses who were unable or unwilling to relocate. Only a fourth of the CAUSE I graduates are willing to relocate for jobs in Youth Opportunity Centers. States with a shortage of trained staff for YOC's may obtain the names and addresses of the interested trainees from Project CAUSE, Bureau of Employment Security, U.S. Department of Labor, Washington, D.C., 20210.

Under Project CAUSE II, 1,586 trainees received certificates of completion. Within 3 weeks of the end of training, more than 1,000 had been hired for work in YOC's or special youth units of local offices in 44 States. In view of the shortage of couseling personnel, the remaining trainees were expected to secure jobs shortly.

Characteristics of NYC Enrollees

An intensive study of 25 percent of those enrolled in the Neighborhood Youth Corps shows that:

The typical out-of-school enrollee:
—Is 18 years old.
—Lives in a household of five persons, but could possibly be among the one-third of all enrollees whose household consists of at least seven persons.
—Completed the 10th grade before dropping out of school.
—Has been out of school between 1 and 2 years, but if in the 20 and 21 age group, more than likely has been out of school for over 2 years.

The typical in-school enrollee:
—Is 17 years of age.
—Lives in a household of five persons, but could possibly be among the one-third of all enrollees whose household consists of at least seven persons.
—Has completed the 10th grade in school (and, obviously, is aiming for a diploma).
—Has had no previous employment experience.
—Is looking for part-time employment (in lieu of NYC).

During fiscal year 1965, the largest proportion of out-of-school NYC enrollees were Negroes. However, more than half of the enrollees in the total program were white. On the average there were 60 males in each group of 100 enrollees.

NYC Project Scores

In fiscal year 1965, 639 Neighborhood Youth Corps projects provided jobs for over 278,000 young people, at a cost to the Federal Government of $127,675,880. Approximately 192,000 in-school and 86,000 out-of-school youngsters were included in the projects, which ranged in size from a small one for 3 youth to one geared to 14,500 youth. The typical project for in-school youth had 363 youngsters; the typical out-of-school project had 250 youth.

NYC monitors terminated only two projects because of failure to comply with regulations. Sponsors are first warned, corrections are recommended, and opportunity given for compliance before projects are terminated. Nepotism and favoritism must be avoided and NYC enrollees and staff must be extended full civil rights guarantees.

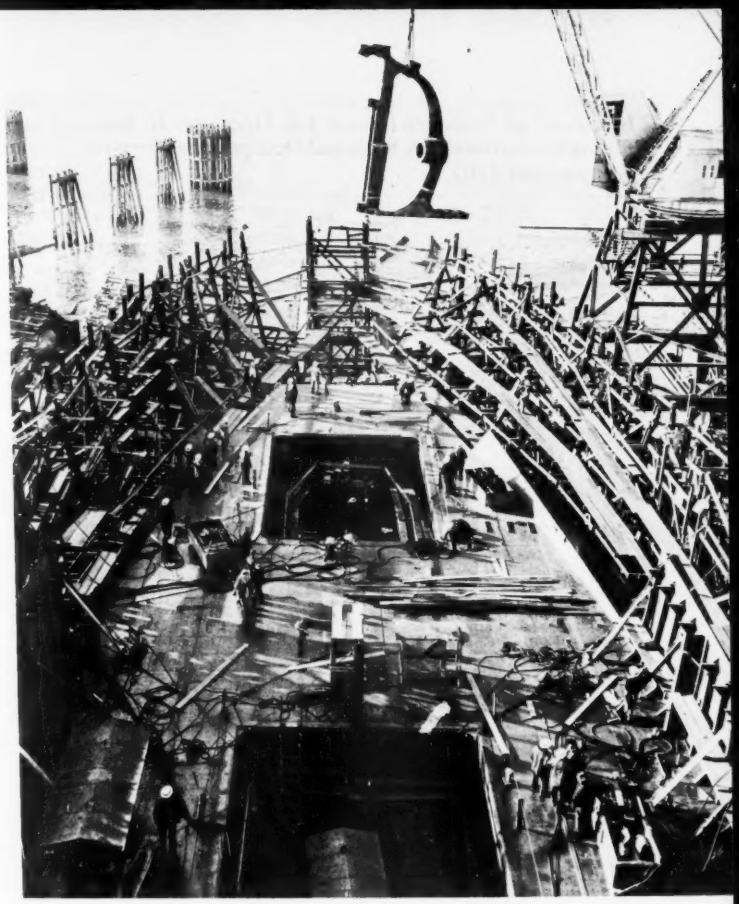
During 1965, the NYC had $132 million to support what was essentially a less than 6-month program. For fiscal 1966, it is scheduled to get approximately $250 million for a full year's operation. This means that fewer youth can be served.

Because the Neighborhood Youth Corps cannot serve all of the youth in the Nation who may be eligible, the target population is the most needy youth, the hard-core poor. In addition, NYC is required to maintain an equitable distribution of funds among States and to provide a fair urban-rural split. Proposals must therefore be weighed one against the other for these reasons as well as on their ability to provide top quality programs for the most needy youth.

In January . . .

Farm Labor Meets the Test

Shortages of Skilled, Technical Manpower Highest in Recent Years



Requirements for skilled workers for shipbuilding have been on the rise since late 1964.

As the Nation's broadly based economic expansion continued through the third quarter of 1965, heightened needs in defense-related industries increased local occupational shortages for technical and skilled manpower. For eight successive months in 1965, openings in all major occupational groups placed into interarea recruitment by State Employment Services rose well above a year earlier. The 28,600 openings listed were the highest for any September since 1956, when they totaled 33,900.

Prominent among industries for which qualified workers have become increasingly hard to find in local areas were shipbuilding and repair, heavy machinery and equipment, and aerospace. Unmet needs in Federal facilities were also on the rise. Employers were expanding their staffs to meet vigorous demand for consumer, defense, and capital goods. Health, education, and welfare facilities also had more openings hard-to-fill locally than a year earlier.

Locally unfilled job openings for skilled craftsmen and lesser skilled production workers topped 14,000, almost double the number a year earlier, and accounted for nearly half of all listings in interarea recruitment. The search for skilled metal workers predominated. Hard-to-fill openings in metal working trades reached 5,000, the highest in the 7-year history of this series.

Machinist Openings at Post-Korean High

Heading the list of hard-to-find metal workers were machinists, for whom openings topped 1,500, the highest level since the Korean conflict. Other widely sought metal workers were tool and die makers, turret-lathe and milling machine operators, sheet metal workers (including specialists in aircraft), structural steel workers for construction, shipfitters, boilermakers, and arc welders.

Besides metal workers, other craftsmen were also being sought in increasing numbers through interarea recruitment. Prominent were needs for electricians (including specialists in shipbuilding), major and subassemblers for aircraft, pipefitters for both construction and shipbuilding, and mechanics and repairmen.

Skilled Needs Greatest in Shipyards

As skilled worker openings continued the steady climb first apparent a year ago, almost half of the 10,000 hard-to-fill openings for craftsmen were in large industrial centers in California, Connecticut, Illinois, Massachusetts,

Inventory of Nonagricultural Job Openings in Interarea Recruitment, by State and Occupational Groups,[1] September 1965

State	Total	Professional and managerial	Clerical and sales	Service	Skilled	Semiskilled
United States	28, 602	10, 991	1, 973	1, 587	10, 057	3, 386
Ala	325	118	4	0	199	4
Alaska	103	44	9	11	20	14
Ariz	499	288	22	11	97	81
Ark	67	23	6	3	30	5
Calif	3, 228	1, 775	43	66	977	367
Colo	228	170	0	0	40	17
Conn	1, 412	412	21	16	914	48
Del	234	146	81	0	7	0
D.C	1, 249	609	500	110	29	1
Fla	850	377	47	53	331	42
Ga	183	77	50	5	51	0
Hawaii	12	1	0	6	5	0
Idaho	25	9	2	1	11	2
Ill	2, 116	385	199	231	786	350
Ind	828	240	11	4	339	119
Iowa	607	228	65	12	247	23
Kansas	281	65	0	1	135	80
Ky	53	33	1	0	19	0
La	179	149	0	3	27	0
Maine	175	4	2	13	18	138
Md	304	110	2	61	88	28
Mass	1, 129	168	30	43	633	188
Mich	1, 617	316	16	51	756	453
Minn	1, 141	164	297	78	203	366
Miss	600	143	4	4	355	88
Mo	846	390	96	200	95	64
Mont	197	24	2	0	81	6
Nebr	117	39	11	3	45	19
Nev	254	77	25	55	97	0
N.H	161	44	1	5	53	58
N. J	895	312	16	105	190	272
N. Mex	148	61	0	0	87	0
N.Y	863	689	10	80	76	8
N.C	440	125	41	19	229	26
N. Dak	134	19	17	69	27	2
Ohio	1, 303	406	29	5	817	46
Okla	180	62	9	0	89	20
Oreg	127	82	9	11	22	3
Pa	744	383	11	58	236	54
R.I	375	17	9	2	173	158
S.C	345	115	0	0	229	1
S. Dak	91	29	6	10	44	2
Tenn	34	9	0	0	21	4
Tex	107	43	2	3	54	5
Utah	117	88	1	3	25	0
Vt	224	93	6	12	102	11
Va	636	90	81	66	297	102
Wash	2, 009	1, 450	143	14	381	21
W. Va	23	19	0	0	4	0
Wis	751	257	25	80	259	90
Wyo	36	14	11	4	7	0

[1] Job openings for unskilled workers totaled 608 and were distributed as follows: Alaska 5, Colorado 1, Connecticut 1, Illinois 165, Indiana 115, Iowa 32, Maryland 15, Massachusetts 67, Michigan 25, Minnesota 33, Mississippi 6, Missouri 1, Montana 84, Pennsylvania 2, Rhode Island 16, and Wisconsin 40.

Michigan, and Ohio. More than half of all skilled openings in interarea recruitment were in a few major industries: Shipbuilding and repair, heavy machinery and equipment, aerospace, fabricated metals, automobile manufacture, and in Federal agencies.

Requirements for skilled workers for shipbuilding have been on the rise since late 1964. By September 1965, some 1,500 of these openings were in commercial shipyards, mainly in Boston, Lorain-Elyria (Ohio), Mobile, New London, Newport News, and Pascagoula (Miss.). Several hundred additional openings were in Federal shipyards in the Charleston (S.C.), Bremerton (Wash.), and San Francisco-Oakland areas. Added manpower was needed for the construction of nuclear-powered craft (including submarines) and of commercial cargo carriers, tug boats, and barges, and for the renovation of ships being reactivated from the mothballed fleet.

Next to the shipbuilding and repair industry, in order of magnitude, were the somewhat more geographically widespread needs for qualified workers in the manufacture of machinery and equipment. In the fall of 1965, there were 1,300 openings in industries which manufacture various kinds of machinery and machine tools. Large orders included those for workers in the manufacture of internal combustion engines in Beloit (Wis.), of automatic sprinklers in Youngstown (Ohio), and of construction machinery and equipment in Vicksburg (Miss.).

Also reflecting local manpower shortages stemming from both civilian and defense needs were newly listed openings for semiskilled operatives. Among the requirements were those for general machine operators in Federal ordnance installations in the Newark (N.J.) area and for automobile assemblers in Detroit. As openings for semiskilled workers neared 3,400, virtually all the over-the-quarter rise of 1,000 was for general machine operators, operatives for work on electronic components, and automobile assemblers.

More Openings For Engineers

The rising level of industrial production and the government-financed defense and aerospace activity that stepped up recruitment of craftsmen and operatives also heightened stringencies for production-related professional personnel. Total engineering openings, climbing for the fourth successive quarter, topped 3,000 for the first time in 2 years and the rise in recent months affected all major specialties. Openings for draftsmen and engineering technicians were also well above the levels of a year earlier.

Nearly two-thirds of the 500 openings for engineers added to interarea recruitment since June 1965 involved shipbuilding and repair. Electrical, mechanical, and marine engineers were sought to build nuclear-powered craft and to prepare older ships for a return to active duty. Newly listed engineering openings were mainly in Federal shipyards in the Charleston (S.C.), San Francisco-Oakland and Vallejo (Calif.), and Bremerton (Wash.) areas. Continuing unfilled were needs listed earlier in commercial shipyards, mainly in the New London (Conn.) area.

Nonagricultural Job Openings on State Interarea Recruitment Inventories by Selected Occupational Fields, September 1965

Occupation	Number of openings			Percent change from:	
	Sept. 1965	June 1965	Sept. 1964	June 1965	Sept. 1964
Total	28,602	30,856	18,145	−7.3	+57.6
Professional and managerial	10,991	14,399	7,715	−23.7	+42.5
Engineers	3,264	2,792	1,842	+16.9	+77.2
Social and welfare workers	1,204	1,904	731	−36.8	+64.7
Teachers	561	3,891	416	−85.6	+34.8
Trained nurses	1,114	1,074	949	+3.7	+17.4
Draftsmen and technicians, engineering and physical sciences	1,017	1,115	733	−8.8	+38.7
Healers and medical service occupations, n.e.c	557	487	592	+14.4	−5.9
Clerical and sales	1,973	2,466	1,884	−20.0	+4.7
Stenographers and typists	795	1,068	876	−25.6	−9.2
Service	1,587	1,970	1,336	−19.4	+18.8
Attendants, hospitals, and other institutions, n.e.c	298	555	284	−46.3	+4.9
Policemen and detectives, public service	412	494	245	−16.6	+68.2
Skilled	10,057	8,893	5,196	+13.1	+93.6
Metal workers	5,037	4,647	2,965	+8.4	+69.9
Electricians	591	548	191	+7.8	+209.4
Plumbers, gasfitters, and steamfitters	627	511	71	+22.7	(1)
Mechanics and repairmen	1,115	1,225	699	−9.0	+59.5
Semiskilled	3,386	2,434	1,726	+39.1	+96.2
Textile workers	648	669	574	−3.1	+12.9
Metal workers	1,012	1,042	572	−2.9	+76.9
Occupations in manufacture of radios, phonographs, and accessories	439	78	61	(1)	(1)
Occupations in manufacutre of automobiles, n.e.c	456	15	1	(1)	(1)

[1] Too few to report a percentage change.
n.e.c.—Not elsewhere classified.

Source: U.S. Employment Service and affiliated State Employment Services.

In addition to the upsurge in needs for professional manpower in shipbuilding and repair, added demand over the year also occurred in ordnance, electrical machinery, and commercial and federally financed aerospace activities. Major centers of need included Cocoa (Fla.), Los Angeles-Long Beach, St. Louis, and Seattle.

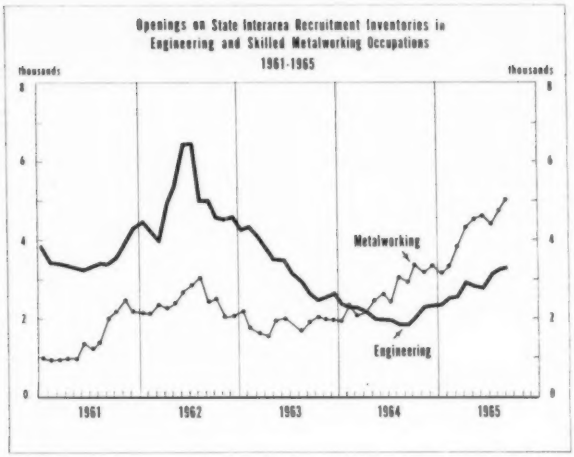
Needs Rise For Social Case Workers

While production-related needs dominated the 43-percent rise from a year earlier in professional openings, rising demands for health, education, and welfare workers were also in evidence. About a quarter of the 3,300 hard-to-fill openings added over the year were for social and welfare workers, teachers, and trained nurses. More than 500 openings for case workers were added during recent months. Most were in New York State and Michigan, where applicants were sought to take State examinations for positions involving the investigation of eligibility for public assistance and care, and for providing casework service to needy families and to children in foster homes or institutions. Among trained nurses, more were needed for assignments as head and general duty nurses in both public and private facilities. Openings existed in 42 States. Calls for licensed practical nurses have also risen during the past few months.

New openings for teachers were concentrated at the high school level in the State of Washington. All kinds of teachers were in demand in 37 States as the academic year got underway. As is usual during the third quarter of the year, however, total openings for teachers and group workers placed in interarea recruitment declined. Seasonal recruitment for schools arranging staffing for the next academic year, and for recreation workers at summer camps and in urban playgrounds reaches a peak in June, then declined substantially between June and September. The drop of over 4,000 hard-to-fill jobs in these categories exceeded the increases in needs for engineers and other professional workers, resulting in a decline in openings for professional workers over the quarter.

Clerical and Service Needs Taper Off

Contrary to the trend of rising demand for production-related personnel and for professional health and welfare workers, openings for clerical and service workers hard to fill locally dropped in recent months. However, because of rises earlier in the year in interarea recruitment for these workers, openings remained above year-ago levels. Some 800 stenographers and typists were being sought through the Federal-State Employment Service interarea recruitment system, largely for Federal facilities in the District of Columbia and commercial establishments in Minneapolis-St. Paul.



The largest hard-to-fill demand for service workers was for policemen needed in Missouri, the District of Columbia, California, and Virginia. Openings for auxiliary health workers remained substantial, largely in New York, New Jersey, and Wisconsin. During the past 3 months, however, sizable numbers of job openings for orderlies in Arizona were no longer reported, and needs for nurse aides in Wisconsin dropped sharply.

Upturn in Clearance Placements

Interarea recruitment resulted in almost 45,000 placements in nonfarm jobs in the period June–August 1965, a rise of 8,000 from the previous 3 months and of 2,200 from the same period a year ago.

Over half the placements were reported in four States. California lead the Nation with 13,400 placements. New York reported 4,700, Maryland 3,300, and Pennsylvania 3,200 placements. Placements also exceeded 1,000 in Texas (2,500), Michigan (2,200), Nebraska (1,800), Illinoise (1,600), New Jersey (1,500), and Massachusetts (1,300).

—Skill and Industry Surveys staff of U.S. Employment Service.

It Didn't Stop Him

At work he is Irv, the automatic telephone switching equipment repairman. At home he is W3HQG, amateur radio operator.

Irvin Hershowitz leads a pretty average life, dividing his time between his job at the Bolling Air Force Base inside telephone plant in Washington, D.C., and his spare-time pursuits of "ham" radio operator and occasional bowling at the Base lanes.

A bachelor, Irv cooks and keeps house for himself (though he confesses that he doesn't care much for housecleaning). He rides a bus to and from work and to religious services.

All in all, Irv is a pretty average fellow. However, there is one small difference between him and his neighbors and coworkers. He has been totally blind since birth.

"I like a challenge," he says, "the harder the better." And he has been proving this statement for practically all of his 40 years. He was 14 when he taught himself the intricacies of ham radio, and developed a strong interest in things electronic. Soon he taught himself to build radio equipment, starting with his own ham transmitter.

It was a long struggle, as there seemed to be almost no equipment available for testing circuits without eyes with which to read the many gauges and dials. But Irv would not be discouraged. He simply designed and built or modified existing testing equipment that he can "read" by ear. He finds the electrical value of a component part by interpreting the sound it makes in one of his many test devices. He puts the part in place by touch, keeping his wiring diagram "written" in his mind.

It was 1942 and the United States was at war when Irv decided that he wanted to be a taxpayer and not a burden on the taxpayer. He came to Bolling, where his brother was already employed, and visited the Aircraft Communications shop.

"I said, 'Here I am boys. I won't be drafted and I'm ready to go to work;'" says Irv in describing that day. Unfortunately those in charge of the shop were dubious. They thought it couldn't be done.

It could, and Irv proved it. "You won't have to pay me a dime," he told them. "Just give me a chance to prove what I can do." They did, and Irv worked for free the first 3 weeks, but at the end of that time he had a job.

He has been employed at Bolling continuously since that date, remaining in Aircraft Communications until 1949 when a combination of events prompted him to apply for his present job in the base telephone exchange.

Once again he was faced with the task of learning a skill, and once again he proved equal to the task. With the help of others working on the complex telephone equipment, Irv learned his job. He designed and built modifications into certain pieces of test equipment, such as the Wire Chief's test desk where he installed a device that lets him hear trouble in telephone circuits. His creed is, "If what I need is not available, I'll make it!" and he does.

"No one around here thinks of Irv as being blind until they have something for him to read," says Irv's immediate supervisor. "On or off duty, he is a pretty amazing person."

Irv counters this by saying, "I don't feel that I'm unusual. Why ask for something if you can do it yourself?" He says that he feels any handicapped person is capable of doing anything he wants to do badly enough.

An example of his do-it-yourself attitude is found in the way he learned to keep house for himself a number of years ago. When asked by a friend to speak to a woman who had lost her sight, Irv looked for a way to inspire her. When she spoke of her inability to do even simple housework he decided on his course of action "I learned to do it myself so I could teach her how."

Of being blind, Irv has this to say: "It might slow me down a little, but it isn't going to stop me."

1961–65 Legislation Aids Farmworkers

Migrants, along with most other farmworkers, have been largely excluded from social legislation. In August 1959, the Subcommittee on Migratory Labor of the Senate Committee on Labor and Public Welfare was established to examine, investigate, and make a complete study of matters pertaining to migratory labor, including such problems as wages and working conditions, transportation facilities, housing, health, and educational opportunities for migrants and their children. Since that time, largely through the efforts of this subcommittee, several new laws have been enacted to promote the welfare of migratory workers.

The Migrant Health Act of 1962 authorized Public Health Service grants for a variety of projects, with special emphasis on family health service clinics. These clinics, established in or near farm-labor camps, have provided medical and, in some cases, dental care for migrant families. Public Health nurses have been employed to visit families in the farm-labor camps on a regular schedule. Sanitation experts have been appointed to work with the migrants themselves and with property owners to upgrade housing and environmental conditions. Health advisors have been assigned to work with the migrants to develop better understanding of good health practices. This year the Act was amended to provide free hospitalization for migratory workers and was extended for 3 years, with authorizations for appropriations of $7 million for the first year, $9 million for the second year, and $11 million for the third year.

Under the Manpower Development and Training Act of 1962 and the Area Redevelopment Act of 1961, training is provided for unemployed and underemployed farmworkers, including migrants. Recent amendments to the Manpower Development and Training Act broaden both the scope and duration of training for agriculture workers. They may now be trained for subprofessional jobs such as chemical technician or hydraulic equipment technician, as well as for agriculture-related jobs. Up to 104 weeks of training is currently allowed compared with 52 weeks previously. Since 1962, over 20,000 individuals, many of them former migrants, have been or are being trained in agricultural skills under MDTA and ARA programs. Some of the courses are: Farm mechanic, farm equipment maintenance, gardener-groundskeeper, dairy farmhand, general farmhand, and general farming (business management and analysis).

The Economic Opportunity Act of 1964 specifically provided for housing, sanitation, educational, and day-care projects for seasonal farmworkers and their families. Under the community action title of the Act, Federal support can also be given to other programs such as vocational training or counseling in home building and home management. Either public agencies or private nonprofit organizations can apply for grants for projects for which up to 90 percent may be paid by the Office of Economic Opportunity. Direct loans may be made to profitmaking institutions, farm associations, and individuals. As of October 1, 1965, grants totaling $22 million had been made to public and private agencies in 28 States for 63 projects, including self-help housing, adult literacy education, and day-care and educational programs for several thousand migrant children.

A volunteer corps, VISTA, was established under another provision of the antipoverty legislation. The VISTA program (Volunteers in Service to America) is providing important help for migratory farm families as well as other poverty-stricken groups.

The Housing Act of 1964 provided that low-rent housing for migrants or other domestic farmworkers could be built with the assistance of Federal grants of up to two-thirds of the construction cost. Nonprofit organizations or public agencies are eligible to receive grants under the low-rent housing program, which is administered by the Farmers Home Administration. The grant recipient must agree to charge rents not exceeding an approved scale, to maintain the housing in a safe and sanitary condition, and to give domestic farmworkers priority of occupancy. The original Act authorized the expenditure of $10 million for a 1-year period ending September 30, 1965. The Housing Act of 1965 amends the earlier Act by extending the period to October 1, 1969 and raising the authorized expenditures to $50 million. Late in 1965, the Congress appropriated $3 million to get the program underway.

The termination in 1964 of Public Law 78, which authorized the importation of Mexican contract agricultural workers, was another legislative gain for U.S. migrants. Largely because migrants were able to obtain jobs formerly filled by foreign workers, migrant-worker employment in the first 9 months of 1965 averaged 8 percent above corresponding 1964 levels. Higher wages were reported this year for work in sugar beets, pickles, and other crops where migrants commonly work. These increases are related to the removal of competition from foreign workers.

The Farm Labor Contractor Registration Act, which became effective January 1, 1965, was an effort to correct some of the abuses of the crew-leader system. Many crew leaders perform their functions and duties in a satisfactory and responsible manner. However, because of their depend-

ence on the crew leader, migrant workers are particularly vulnerable to exploitation and abuse by the few who are irresponsible.

The Act is also designed to protect the safety of the migrants while they are being transported by requiring that the vehicle used for their transportation conform to ICC standards and by requiring the crew leader to carry automobile liability insurance.

The Department of Labor, which is charged with administration of the law, has been devoting its efforts to acquainting crew leaders with the provisions of the law and helping them to meet the requirements for obtaining a certificate of registration. As of October 15, 1965, 1,254 registration certificates and employer identification cards had been issued.

ROBERT G. HARPER, *Labor Economist, Office of Farm Labor Service.*

CHANGING COMMUNITIES

Concerted Services Projects for Rural Areas

John Dewey Coates (seated right), Chief, Branch of Community Employment Development, USES, explains the Smaller Communities program aspects of the Concerted Services project to, left to right: Herbert Folken, Federal Coordinator of the project; William Dorsey, Todd County, Minnesota project coordinator (seated); Henry A. Gonzales, Sandoval County, New Mexico coordinator; Edgar Henderson, St. Francis County, Arkansas coordinator; and Willis F. Sloan, Office of Farm Labor Service, Bureau of Employment Security.

Coordination is the key to experimental "concerted services" projects now underway in three rural areas in the country. It has long been known that people in rural areas lack certain types of government assistance that are available in urban areas. The problem has been to create an economical system for providing such services.

Now, after several years of detailed study by a "Rural Development Committee," composed of representatives from major Federal agencies, a possible system has been hammered out.

Basically, these pilot projects will test the effectiveness of concentrating a number of government services on a rural area at one time, under the direction of a single Federal coordinator.

The U.S. Employment Service will play a major role in cooperating with the agencies on these projects. Working through the USES Smaller Communities Program, mobile teams of affiliated State Employment Service agencies will undertake surveys of the manpower and other resources of the area. From information obtained, decisions will be made on the needs of each area and the priority for meeting them. Depending on the findings, special training programs, health, education, and welfare services, industrial services, housing assistance, financial support, and other forms of assistance will be provided the area as required.

The Departments of Labor, Agriculture, Commerce, Interior, Health, Education, and Welfare, and Treasury, the Housing and Home Finance Agency, and the Small Business Administration are all committed to support these projects.

Local project directors have recently been appointed for the three areas of St. Francis County, Ark., Todd County, Minn., and Sandoval County, N. Mex. A series of meetings have been held between representatives of Federal and State agencies. State Governors have responded enthusiastically.

If the pilot projects demonstrate a sound method of reaching these communities—and there is every reason to believe that they will—they may prove to be the prototype of a nationwide system for providing services to rural areas.

—VANCE W. YOAKUM, *Branch of Community Employment Development, U.S. Employment Service.*

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Bureau of Labor Statistics Commissioner Retires

Ewan Clague, retiring Commissioner of Labor Statistics, was honored by more than 500 friends at a Reception-Testimonial Dinner on October 14.

Mr. Clague, who began life as a farm boy in Washington State, retired after 35 years of service to the American people. For 18 years, he was Commissioner of Labor Statistics, U.S. Department of Labor.

Following postgraduate work at the University of Wisconsin in 1926, Mr. Clague joined the Department of Labor as a member of the Bureau of Labor Statistics staff. Later, he held business and research positions with the Metropolitan Life Insurance Co. and Yale University Institute of Human Relations, and was professor of Research and Statistics at the University of Pennsylvania School of Social Work.

In 1936, Mr. Clague was one of the early appointees to the Social Security program, where he later served as Director of Research and as Director of the Bureau of Employment Security for that Board.

In August 1946, Mr. Clague was appointed Commissioner of Labor Statistics, U.S. Department of Labor. In August 1954, he began 1 year of service as Special Assistant to Secretary of Labor James P. Mitchell.

On August 1, 1955, Mr. Clague was again reappointed Commissioner of Labor Statistics, a post he held for 18 years, ending with his retirement this fall.

At the time of Commissioner Clague's retirement, Secretary of Labor W. Willard Wirtz said: "Ewan Clague has built his ideals and his competence and integrity into the traditions and strength of the Bureau of Labor Statistics and the Department of Labor."

Following Mr. Clague's retirement, President Johnson appointed Dr. Arthur M. Ross, Director, Institute of Industrial Relations, University of California, to the Commissioner of Labor Statistics post.

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